DOCUMENT RESUME

ED 270 614	CE 044 564
AUTHOR	Steedman, Hilary; And Others
TITLE	Trends in Innovation in Continuing Education and Training.
INSTITUTION	European Centre for the Development of Vocational Training, Berlin (West Germany).
REPORT NO	ISBN-92-825-4403-6
PUB DATE	84
NOTE	385p.
PUB TYPE	Collected Works - General (020) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC16 Plus Postage.
DESCRIPTORS	*Continuing Education; Educational Change; Educational Policy; *Educational Trends; *Foreign Countries; Job Training; Postsecondary Education; Public Policy; *Retraining; *Technological Advancement; Trend Analysis; *Unemployment
IDENTIFIERS	Belgium; Denmark; France; Ireland; Italy; Netherlands; United Kingdom; West Germany

ABSTRACT

This collection includes a series of reports presenting the main results of a project to identify trends in continuing education and training in eight countries throughout Western Europe. The following reports are included: "Synthesis Report," by Hilary Steedman; "Belgium," by staff at the Office National de l'Emploi; "Denmark," by Inger Bruun and Else Koefoed; "Federal Republic of Germany," by Rolf Lindner; "France," by the Agence Nationale pour le Developpement de l'Education Permanente; "Ireland," by Claire Hastings; "Italy," by Fondazione Giulio Pastore; "Netherlands," by G. Van Enckevort and C. J. Snijders; and "United Kingdom," by Karen Evans and Ruth Bennett. Each report concentrates on the following priority areas: innovations in continuing education and training in response to the challenges posed by new technologies; training initiatives, particularly those within companies, to respond to the threat of unemployment; and training innovations to assist the unemployed, particularly those unemployed for more than 1 year. (MN)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

Trends in innovation in continuing education and training

CEDEFOP

ED270614

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CE044564

CEDEFOP

1. Synthesis report

   Hilary Steedman
   University of Salford Unit for Information on Continuing
   Education and Training

2. Belgium

   Office National de l'Emploi,
   on behalf of the informal steering committee for Belgium

3. Denmark

   Inger Bruun and Else Koefoed
   SEL—State Institution for Teacher Training, Copenhagen

4. Federal Republic of Germany

   Rolf Lindner, Berlin

5. France

   ADEP — Agence Nationale pour le Développement de
   l'Education Permanente, Paris

6. Ireland

   Claire Hastings
   Assisted by Margaret Barry and Caroline O'Reilly
   Research & Planning Division
   AnCO — The Industrial Training Authority, Dublin

7. Italy

   Fondazione Giulio Pastore, Rome

8. Netherlands

   G. Van Enckevort and C.J. Snijders

9. United Kingdom

   Dr Karen Evans, Lecturer in Educational Studies
   assisted by
   Ruth Bennett, Research Officer
   University of Surrey

on behalf of
CEDEFOP—European Centre for the Development of Vocational
Training, Berlin 1982

Published by :

European Centre for the Development of Vocational Training,
Bundesallee 22, **D-1000 Berlin 15**, Tel. : (030) 88412-0

The Centre was established by Regulation (EEC) No 337/75 of
the Council of the European Communities

Cataloguing data can be found at the end of this publication

Luxembourg: Office for Official Publications of the European Communities, 1984

ISBN 92-825-4403-6

Catalogue number: HX-40-84-335-EN-C

Reproduction in whole or in part of the contents of this publication is authorized, provided the source is acknowledged

Printed in Belgium

CONTENTS

PAGE

1. CEDEFOP INTRODUCTION 7
2. SYNTHESIS REPORT 15
3. BELGIUM 73
4. DENMARK 101
5. FEDERAL REPUBLIC OF GERMANY 141
6. FRANCE 181
7. IRELAND 233
8. ITALY 263
9. NETHERLANDS 315
10. UNITED KINGDOM 365

Each section (2 to 10) contains a more detailed list of contents.

INTRODUCTION

1. This volume presents the main results of a project on "Trends in Innovation in Continuing Education and Training", which CEDEFOP has been conducting since 1980. It contains brief reports on trends in innovation from eight of the Community Member States. These are preceded by a synthesis report. Each national report refers to selected training projects and contains a list of these. These are projects which the authors of the reports considered illustrated the trends which they identified in their reports. Record sheets describing each of these projects have not been included in this publication for reasons of space, but are available on request individually, or classified by theme or country, from CEDEFOP in their original language, English and French.

2. A very specific approach was adopted in the preparation of these reports in order to try both to ensure that the "product" from each of the Member States was similar, and to obtain a broad consensus at national level on their content. Accordingly, at Community level the length, scope and structure of the national reports and the accompanying record sheets were discussed and defined and it was decided to concentrate on three priority areas in the enquiry:-

a. innovations in continuing education and training in response to the challenges posed by new technologies
b. training initiatives, particularly those within companies, to respond to the threat of unemployment
c. training innovations to assist the unemployed, particularly those unemployed for more than one year.

At national level, a technical team which prepared the report, was established. In some countries this technical team was assisted by a national advisory group consisting of representatives of the government ministries, social partners and other agencies involved in the field of continuing education and training. In other countries this advisory function was fulfilled by existing appropriate institutions. It will be seen from the national reports that this advisory group functioned in different ways in the Member States, but nevertheless, in most cases, it can be said that the report and the selection of particular projects as interesting examples of innovation, were approved by a group containing representatives of various interests.

3. A synthesis report had not been envisaged in launching the study. However, it seemed advisable to try to draw together the conclusions of the national reports and Ms. Hilary Steedman accepted the difficult task of doing this - difficult because of the variety of initiatives in the Member States which the reports referred to, the differences in the working methods used by some of the technical teams, particularly with relation to the selection and compilation of the record sheets, and because she had not been involved in the launching and carrying through of the study. Her report highlights some of the methodological difficulties in the approach adopted by CEDEFOP, but also succinctly points out many of the differences and similarities between the trends in the Member States.

4. What can we say has been the result of the exercise? The answers to this question are basically to be found in the synthesis report and particularly in the conclusions and

recommendation section which received the general approval and support of the technical teams. The following are a few additional thoughts in this regard.

5. Firstly, we have assembled in this volume and in the record sheets information of a type which has not been available in a usable form, not only at Community level, but also in most cases at national level. This is illustrated by the initiative taken in at least three Member States to publish the material collected at national level (1). The quality of the data base on continuing education and training varies from country to contry, but in a number of countries the information contained in this report was only obtainable through carrying out a postal, or another type of survey. In particular, information on what is happening within companies seems very difficult to obtain. So, as one of the participants in the exercise put it, "We have learned a great deal and we now know much more than we did previously concerning what the position is with relation to innovation in the field".

6. Another problem in defining the task and which leads to a conclusion of its own, has been that in many countries there was a tendency to place an emphasis on measures to help young people. In this study, we deliberately tried not to include measures for young people, particularly the young unemployed, not because CEDEFOP does not consider this an important problem, but because we have covered it in a number of other projects and publications (2). Nevertheless, many of the technical teams found it impossible to treat the subject without referring, often in detail, to the

---

1) See "Innovation in Continuing Education & Training in the United Kingdom" by Karen Evans and Ruth Bennett, published by the Department of Educational Studies, University of Surrey, and publications under preparation by AnCO-the Industrial Training Authority in Ireland and Fondazione Giulio Pastore in Italy.

2) See CEDEFOP's list of publications and particularly "Youth Employment and Vocational Training - An attempt to summarize the most important conclusions drawn during five years of work on the subject".

provision being organized for young people in the 16-18, or at least in the 18-25, age range. In comparison, though the reports identify many interesting initiatives for older people, it is clear that political and popular attention is focused on young people and that the provision for older workers, and particularly for the adult unemployed, is very meagre. Indeed, in some Member States there is evidence of resources originally intended for continuing education and training programmes for older age groups, being diverted to finance programmes which are oriented more towards the needs of young people, and are used almost exclusively by them. It is difficult to say very much globally concerning the quality of the provision for adults, particularly the adult unemployed, but it is clearly lacking in quantity.

7. The variety of innovations reported on is striking. Not only the introduction of new technologies, but changes in the organization of work and the threat and reality of unemployment have led to interesting and innovative responses, which are organized by many different bodies and take place in many different settings. One is aware of a particular concern about training for small and medium-sized enterprises and especially for the managers and owners, or potential managers and owners, of such companies. Although there is no set pattern, it is clear that in some Member States, higher education level institutes are becoming involved in training and re-training activities at levels lower than graduate level.

8. In many reports, it is explicity mentioned, and in even more it is implicit, that most people must face a change of employer, job and even occupation, at least once during their lifetime. This emphasizes the need for transferable skills and the ability to learn and re-learn. There is also an emphasis on people

organizing their own learning processes and of evaluating their own progress. This leads to the conclusion that the idea of some people providing, and others passively receiving, education and training programmes is rapidly vanishing. The need is to be more and more concerned with creating learning situations in which people organize, structure and even evaluate their own learning experiences. Here the idea of distance learning and a modular approach to curriculum development become increasingly important, as do flexible means of evaluation and certification.

9. It will be noted that through this introduction and often in the reports which follow, we speak of 'continuing education and training'. One of the results of the many measures taken during the last few years in provision for young people in the 16-18 age range has been the breaking down of many existing divisions and barriers, particularly institutional ones, between education and training. It is perhaps now time for those concerned with providing traditional "adult education", that is programmes primarily geared towards leisure-time activities, and those providing "vocational training for adults", that is programmes more particularly concerned with assisting people on the labour market, to see how much they have to learn from each other and how by working together they may provide a more efficient and more imaginative range of opportunities, particularly for those who have most suffered, because of a lack of basic education and training qualifications, and who are particularly liable to prolonged unemployment.

10. The reader will find that there are interesting examples of how such cooperation has been organized in particular projects, but the fact that these are mentioned as "innovations" underlines the reality that this is a problem which remains. It should

indeed be remembered when reading this report that when we look at innovations, we are almost certainly looking at the more cheerful and positive side of the total provision, and are not highlighting the things which education and training systems are failing to do, or doing badly. This optimism in the report, which we think is well-placed, should not be mistaken for a euphoric belief that the systems are functioning well and without problems - such euphoria would be misplaced.

J. Michael Adams

September, 1983

University
of Salford Unit
for Information on
Continuing Education
and Training

Hilary Steedman

Synthesis Report

CONTENTS

1. THE BACKGROUND TO THE PROJECT Page

1.1 The setting up of the project 'Trends in Innovation in Continuing Education and Training 18

1.2 Objectives of the project 'Trends in Innovation ...' 19

1.3 Differences in approach of national reports 20

1.4 Differences in procedure for collection of data on innovations 21

1.5 Problems raised by the concept of innovation as the basis for comparison of developments in member states 22

1.6 The value of the present volume of reports on 'Trends in Innovation in Continuing Education and Training' 23

2. INNOVATIONS IN CONTINUING EDUCATION AND TRAINING IN RESPONSE TO THE CHALLENGE POSED BY NEW TECHNOLOGIES 25

2.1 Innovation and deskilling 25

2.2 Need for 'social skills' component of new technology courses 25

2.3 The emerging role of institutions of higher education 26

2.4 Trade-union participation in the organization and planning of new technology courses 27

2.5 Pedagogic innovations 27

2.6 Common innovatory trends 28

Page

3. TRAINING INITIATIVES, PARTICULARLY THOSE WITHIN COMPANIES, TO RESPOND TO THE THREAT OF UNEMPLOYMENT 29
3.1 The situation in certain member states 29
3.2 Large-scale reconversion courses 33
3.3 Investment in the upgrading of skills 33
3.4 Common innovatory trends 34

4. TRAINING INNOVATIONS TO ASSIST THE UNEMPLOYED, PARTICULARLY THOSE UNEMPLOYED FOR MORE THAN ONE YEAR 35
4.1 Combined work experience and vocational preparation for young people 35
4.2 Work preparatory courses for young people 36
4.3 Innovative measures to assist the long-term unemployed adult: Small Business Courses 37
4.4 Innovative measures to assist the long-term unemployed adult: Retraining Courses 38
4.5 Innovative measures to assist the long-term unemployed adult: Learning to cope with unemployment 39
4.6 Innovative measures to assist the long-term unemployed adult: Vocational guidance and counselling 40
4.7 Measures to assist disabled unemployed people 40
4.8 Summary of trends in innovation for the long-term unemployed adult 41
4.9 Common innovatory trends 42

5. FURTHER ANALYSIS OF INNOVATIONS SELECTED BY NATIONAL TECHNICAL TEAMS ... Page 43

5.1 Overview of types of innovation represented on record sheets by Member States ... 44

5.2 Structured analysis of pedagogic innovations as recorded by technical teams ... 46

5.2.1 Work experience as a learning resource ... 49

5.2.2 Modular courses and *unités capitalisables* ... 51

5.2.3 Pedagogic innovations using new technology ... 52

5.2.4 Conclusions on pedagogic innovations ... 54

5.3 Community-wide analysis of varieties of target-group ... 55

5.3.1 New target groups within the categories of school-leavers and unskilled workers ... 57

5.3.2 Special target-groups ... 58

6. CONCLUSIONS ... 61

6.1 The role of training projects in promoting regional development ... 61

6.2 Common innovatory trends towards the development of more flexible and more individualised learning programmes ... 63

6.3 Continuing education and training as a model for educational development ... 66

6.4 The significance of innovation ... 68

7. RECOMMENDATIONS ... 69

1. THE BACKGROUND TO THE PROJECT

1.1 The setting-up of the project 'Trends in Innovation in Continuing Education and Training'

The forerunner of the present volume was a file entitled 'Continuing Education and Training: File of Innovations in the EC member states', published by CEDEFOP in 1979. This file was the first stage of a CEDEFOP programme of research and development which had as its aim to 'provide practical assistance for practitioners and policy makers in continuing education and training in the member states by providing relevant information concerning interesting innovations in other member states'. The file provided information on some 400 innovatory projects in EC member states, but it was recognised that it had certain deficiencies as a vehicle for information for the use of practitioners and policy makers - deficiencies which the present volume seeks to remedy. The main weakness of the file of innovations was that courses and projects were presented bereft of the historical, legislative and institutional context of which they were in fact the product. This made it difficult for policy makers, for example, to construct a realistic evaluation of the feasibility of adopting some aspects of a project for use in another national context; in fact, the courses and projects, by being presented without background and context were deprived of a substantial part of their meaning and significance. This deficiency was subsequently partly remedied by the publication of the CEDEFOP series of national monographs 'Descriptions of Vocational Training Systems'. However, these monographs tended to concentrate on systems of initial vocational training and did not always provide an exhaustive account of provision for continuing education and training. Furthermore, no particular areas of innovation had been designated as being of special interest and the range of activities described limited the comparability possible between member states. Thus CEDEFOP and the national technical teams, meeting to discuss the second publication within the CEDEFOP project, while retaining the principle of the file decided to focus the collection of material on innovations within three areas:-

a) innovations in continuing education and training in response to the challenge posed by new technologies.
b) training initiatives, particularly those within companies to respond to the threat of unemployment.
c) training innovations to assist the unemployed particularly those unemployed for more than one year.

1.2 Objectives of the project 'Trends in Innovation'

By this decision to identify common areas of special interest it was hoped to make it easier for common trends to emerge and to be identified cross-culturally. Additionally, each new national collection of innovations was to be accompanied by a brief report on 'Trends in Innovation in Continuing Education' which would 'situate' the initiatives described in their national legislative and institutional context and aim to make the significance of the innovation intelligible to readers from other member states.

These two objectives, a focussed collection of innovations allowing for greater comparability, and a national report from each member state situating these innovations and providing an overview of trends in each area (a., b., and c., above) determined the shape of the present volume which consists of eight separate reports, each based on a file of innovations selected according to pre-determined criteria. Each national report is accompanied by an annex listing the innovations described and copies of the record sheets containing details of the innovations are available from CEDEFOP individually or classified by priority theme or member state, in their original language, English or French.

1.3 Differences in approach of national reports

What are the strengths and weaknesses of this reformulated approach to the problem of providing a manageable amount of up to date information in an easily intelligible form to policy makers and practitioners? It would be invidious to single out any reports above others, but all have succeeded and some have succeeded very well in providing in a succinct form the 'context information' necessary for understanding the commentary on trends in innovation. It is, in addition, interesting to note how each national team brings a differing perspective, often derived from special conditions within their country to their account of the national context. The choice of perspective itself conveys information about national conditions and problems. The Italian report is clearly influenced by the strong tradition in Italian universities of situating the study of education and training within labour-market economics and this is a considerable strength. The U.K. report, confronting one of the most fragmented set of provisions for continuing education and training in the EC provides an indispensable guide to the relationships between legislative aims, agencies, providers and target groups. Both the German and the Irish reports offer original analysis of methodology connected with the concept of innovation and with the problem of representativity.

1.4 Differences in procedure for collection of data on innovations

In order to try to ensure that the data collected on innovations was as representative as possible, CEDEFOP suggested that a consultative group be established in each member state composed of representatives of government agencies and of the social partners most closely concerned with training. This consultative group was to advise the national team on sources of innovation within their own areas of interest and to be consulted on the representativity of the final selection of innovations and on the final report.

In promoting these groups, CEDEFOP hoped that through the involvement of the principal agencies the results of the project would be more effectively disseminated and that a potential core group for permanent review of developments in this field might be established. Here, however, problems arose in some member states in constructing a national advisory group and/or in getting it to function in the way planned by the national teams and by CEDEFOP. The result is that there is a clear lack of uniformity between member states in the way in which the range of innovations from which the final selection was to be made, was gathered. Whereas in some member states it was possible to select 20 or 30 innovations from a far greater number selected through the consultative group, in a number of cases national teams had to make the selection themselves from the limited sources of information available to them. Whether the consultative group was available to the teams or not, teams expressed the view that 20 or 30 projects could not be taken as representative of the whole range of the innovations in their national areas but were selected to highlight 'angles of attack' and to exemplify trends that the national teams considered particularly significant.

1.5 Problems raised by the concept of innovation as the basis for comparison of developments in Member States

Whereas the concept of innovation proved to be a useful basis for the selection of projects in continuing education and training in individual member states, it is less satisfactory as the basis for comparison of developments within the Community. The difficulty of the concept for comparison is that innovation is necessarily defined by what has preceded it - in this case in the national context - that is to say it is an entirely context-embedded concept and as such not a suitable basis for the Community-wide comparison of trends. Given the inevitable fact that national provision for continuing education is at differing stages of development in the various member states, an overview of innovations tells us only what is perceived to be innovative in that state, not whether a particular trend - towards distance learning, involvement of firms or trade unions - exists in that state, since, if the trend has existed too long already it will no longer be considered an innovation in that national context. This implies that a comparative overview of trends within the areas considered can never assume that the omission of a particular type of innovation in one member state means that the practice itself is unknown there - on the contrary it may be well-established and flourishing and therefore no longer an innovation.

This point has been made to explain why conclusions on Community wide trends in the areas under consideration must necessarily be qualified i.e. why it is necessary to state that an initiative classified as an innovation and found in, for example, four out of eight member states, may also exist in the same form in other member states but may not be qualified as innovative.

1.6 The value of the present volume of reports on 'Trends in Innovation in Continuing Education and Training'

However, while we must accept that innovations cannot be representative of anything but themselves, we can also appreciate that a representative selection of innovations allows us insight into the theory and practice of those providers and trainers who are responding creatively to the needs of course participants and to new pressures which are placing upon training initiatives new and greater responsibilities in the promotion of economic development and renewal. The importance of this collection of studies lies firstly in the insight it offers into individual initiatives in a large number of member states, initiatives which are of great intrinsic interest to policy makers and practitioners, but principally in the emergence of convergent trends in innovation within the Community which can be interpreted as indicating future directions in continuing education and training. Secondly, it is generally recognized that the reports deal with a topic on which very little centralized information is available at national level and that this project fills an important need for further information on various aspects of continuing education and training in individual states and in the Community.

2. INNOVATIONS IN CONTINUING EDUCATION AND TRAINING IN RESPONSE TO THE CHALLENGE POSED BY NEW TECHNOLOGIES

2.1 Innovation and deskilling

In the individual country reports we find general agreement that new technology in its industrial and commercial applications is transforming the content and organization of work and creating an urgent need for new courses of training. There is less general agreement on the more problematic trend of deskilling as a result of the introduction of new technology. The Danish report quotes a study carried out by the Social Democratic Party which considers that deskilling will constitute a major problem in the coming years. The German report makes clear that the deskilling thesis is not proven, while the French report strongly refutes 'technological determinism' and states that future job content and organization of work will be the result of political action and social policy.

2.2 Need for 'social skills' component of new technology courses

While there may be little agreement on the deskilling issue, there is a clear movement in a number of countries to innovate in this area by constructing courses which explicitly aim to enable participants to think about how work should be reorganised under the impact of technological innovation. Denmark, France, Germany and Italy all in varying degrees put forward examples of courses whose innovative quality lies in attempts to help participants to learn new social skills or to grasp basic principles underlying new technology with a view to cooperation in developing and changing working practices. Although the U.K. report recognises the need for 'social and planning skills', in the U.K., in Ireland, Belgium and the Netherlands, there was, at the time that the surveys were carried out, no evidence of a significant trend to include social skill components in new technology courses. The U.K. offers a large number of examples of new technology courses designed specifically for young people and for the young unemployed. Of particular interest here are the ITECH centres set up to train young unemployed school leavers in the field of programming and software design. (UK 14 A)[1] These centres also design and market their own software using the newly acquired skills of their trainees. In Belgium, the 'Saturday courses' in computing skills represent a clear innovation since they are free of charge and open to all-comers. (BE 1.1)

2.3 The emerging role of institutions of higher education

Institutions of higher education should be key sectors in developing and planning courses in new technology and in enabling trainers to be quickly updated. In some member states, higher education is already clearly established in this role and in those states this development is therefore not singled out as innovative. The Republic of Ireland offers several examples of innovative university/industry collaboration and higher education is playing an important innovative role in the U.K., France and Denmark. The 'Saturday courses' in Belgium are also run in collaboration with the University.

---

[1] These references are to projects for which there are completed record sheets. The first two letters refer to the country, in this case the United Kingdom. This is followed by the number of the record sheet and in most cases projects are also attributed to one of the priority areas, see page 19above. At the end of each national report, there is a full list of record sheets, and these are available on request from CEDEFOP.

In Italy the universities are not at present heavily involved in this field. However, this is compensated for to some extent by the important role played by a number of Scientific Foundations which are active in promoting innovative activity in the field of new technology. The same lack of involvement by the universities is noted in the Netherlands where the response to technological innovation has so far come mainly from small private specialized institutions.

2.4 Trade-union participation in the organization and planning of new technology courses

A form of cooperation between providers of courses on new technology that is particularly interesting among the innovations cited is that between the University of Roskilde and the brewery workers' trade union who worked together to design the courses. (DA 02 A) The trend for trade-union participation in the organization and/or planning of new technology courses is one which is specifically mentioned in Italy, Denmark and Germany, but does not feature prominently in the innovations reported from other member states.

2.5 Pedagogic innovations

When we attempt to make a quantitative assessment of the sorts of innovations that were singled out as being significant in connection with new technology, pedagogic innovations are most frequently mentioned. These often involve computer-assisted packages and/or a modular learning structure. However, since these pedagogic innovations are not confined to new technology courses they will be discussed more extensively in a later section (5.5).

2.6 Common innovatory trends

Which innovatory trends, if any, appear to be specific to this area? Firstly the involvement of institutions of higher education as course designers or facilitators of innovation. Secondly, courses in some but not all member states include a social dimension designed to enable participants to act to shape a new working environment.

Lastly, however, we should mention the disturbing lack of innovation in the area of new technology courses for the older and long-term unemployed. This failure is pointed to in the U.K. report but can also be assumed to be true of other member states insofar as not one report mentions this form of provision - yet another disadvantage on the job market accumulated by those excluded from it.

3. TRAINING INITIATIVES, PARTICULARLY THOSE WITHIN COMPANIES, TO RESPOND TO THE THREAT OF UNEMPLOYMENT

This is the most problematic of the three categories of innovation that the CEDEFOP project chose to focus on. Firstly it necessarily overlaps to some extent with projects in category A (new technology) as it can be argued that any failure to update the skills of the workforce must necessarily lead to redundancy. Secondly, as is pointed out in the U.K. report, many training strategies, especially in firms, may have as their outcome the prevention of unemployment although they may not have been initiated with the prevention of unemployment specifically in view. Thirdly, this category of innovation would appear to be more closely the product of the wider political and ideological context of training policy than new technology or measures to help the long-term unemployed.

3.1 The situation in certain Member States

The Italian report, for example, points out that Italy has a tradition of measures to link the threat of unemployment with training which date back to the immediate post-war period and arise from a long-standing problem of unemployment often with structural causes. Recently, however, government measures to combat unemployment have mostly taken the form of a guaranteed wage for those made redundant and retraining measures have been neglected. Even after the law of 20 May 1975 stating that suitable measures should be taken to set up training and retraining courses linked to a guaranteed wage, these training and retraining courses have still not been set up.

Since regional authorities have not taken the lead in this area, the initiative for instituting and providing courses of training has passed to manufacturing industry - employers and trade unions. The Italian examples of action in this field both originate in part from industrial enterprises, on the one hand ENI, a state-holding company, and on the other from Pennitalia working with the regional authorities and with finance from the European Social Fund. (IT 01 A, IT 02 A)

In France, the Fonds National de l'Emploi (National Employment Fund) is empowered to give financial aid to firms which are restructuring or diversifying their activities by means of agreements on training and updating. (Just over 3000 employees were involved in such training agreements in 1979. Of these, 67% were receiving retraining to forestall redundancy and to allow them to take up other work with the firm). The Thomson company provides a good example of the retraining of employees to equip them with skills required by the introduction of new technology. (FR 04 B)

While the report on the Netherlands refers to greatly increased training activity to combat unemployment, this has largely been the result of government activity. By contrast, it is reported that industry is seeking to shift responsibility for job-orientated training onto government and cutting back on internal training schemes.

In 1979 Germany launched a programme which aimed to provide financial support for retraining and which also included the possibility of financial support for measures designed to humanise the working environment. It is this 'humanising' aim which constitutes the innovatory quality of the German projects selected for inclusion under this heading and which sets them apart from the innovations selected in this area in other reports. Clearly, the lead given by government policy in the Federal Republic in 1979 was influential in fostering a particular type of innovation.

Unlike the three member states mentioned above, the U.K. government has not, as a matter of policy encouraged firms to retrain their work force to avoid redundancy and this helps to explain the fact that the concept turned out to be a problematic one for the U.K. group and why 'the focus, in U.K. training measures in respect of unemployment remains on measures to assist the unemployed rather than measures to avert the possibilities of increased unemployment'. However, it would be false to suppose that U.K. firms do not retrain to avert unemployment since the Department of Industry provides grants for retraining for industries which are restructuring, but this provision has not resulted in activity which can be classed as innovative.

Ireland's response to the threat of unemployment has been largely directed into the creative expansion and development of employment and the encouragement of individuals and groups to embark on new enterprises. The main focus of the training initiatives was on the area of small business and craft enterprises. The 'New Business Training Programme' (IR 07 B), the 'Craft Scheme Kilworth' (IR 08 B) and the 'Advanced Industrial Units' (IR 10 B) are innovations which are simultaneously meeting the challenge of training and creating employment in a unique way.

The Danish report identifies the issue of paid educational leave, the introduction of which is currently being discussed in Denmark, as being of prime importance in the debate on forestalling redundancy. Indeed, the Danish report considers that paid educational leave 'must be seen in the context of the present crisis situation as a general opportunity to reduce the threat of unemployment'. Measures already in operation and identified as innovative are courses designed to enable adults in employment to raise their levels of general education (DA 06 B).

The purpose of this brief country by country review of the context of measures under this heading is to give an indication of the differences between member states in their responses to the threat of unemployment, differences which to some extent derive from the divergencies among member states in approaches to the prevention of unemployment. It is perhaps for this reason that no dominant trends can be identified but a number of contrasting trends are discernible in the reports themselves. However, the original intention of CEDEFOP was to investigate innovative training measures taken by private companies to forestall redundancy. In this connection it must be recognised that the reports offer few examples of innovative measures taken by private companies without government prompting or funding. Of these, the innovative programme of Bayer AG, mentioned in the German report (p.141) is one of the most imaginative. This project consists of regular seminars where employees put forward suggestions for improvements in work practices or for innovations and new products. These in turn often lead to the setting up of retraining programmes.

3.2 Large-scale reconversion courses

Innovations singled out for special attention in France and Italy are the large-scale conversion of workers about to be made redundant either for jobs in other industries which have been identified in advance or to work in a restructured version of the same industry. The Italian innovations are characterised by union involvement in course planning and by the innovative aim, (in the case of the ENI project) of preparing participants for a change of work 'culture' from mining to industry. The French Thomson project is pedagogically exciting and innovative on a number of grounds but outstandingly because of the way the course attempts to motivate a work-force with low levels of initial education. (IT 01 A) (FR 04 B)

3.3 Investment in the upgrading of skills

Most member states recognise that investment in the upgrading of skills either of the employed or the unemployed can contribute to retaining employment or facilitate its establishment. The Belgian report is interesting in this respect since it stresses the need in such courses to establish a balance between developing highly specialised skills and providing a broader type of training to allow an employee to become more versatile. This type of training might, for example, offer a module on interpersonal relations or integrate knowledge of a foreign language in a technical training course. The report from the Netherlands notes that firms are increasingly leaving this type of provision to State agencies. However, within this framework of agreement there is variation in the type of course proposed and in the target groups. A number of Belgian and U.K. innovations in this category aim to develop managerial and entrepreneurial skills. As has already been mentioned, Denmark, with a long-established tradition of training and retraining its work force specifically stresses the desirability of introducing paid educational leave to encourage workers to make individual and group decisions to upgrade or change skills in order to avoid redundancy. This report also offers examples of the encouragement given to unskilled workers to acquire further training while working. Among the innovations discussed in the Republic of Ireland are a number of schemes to support those running or hoping to run small businesses, while the German innovations are based in large firms and concerned with worker involvement in industry with a view to generating greater productivity.

3.4 Common innovatory trends

It is not easy to identify dominant Community-wide trends in innovation in this area. Most member states recognise the important role played by training and retraining in forestalling redundancy or in quickly directing employees to other employment. The means adopted to achieve this objective vary widely from large-scale conversion courses to courses which aim to foster the setting-up of small businesses - depending on the national political and economic context. It is clear, however, that firms and employers can play a key role in establishing innovative courses of training and retraining in member states in cooperation with local or central government which provide some of the funding and expertise.

4. TRAINING INNOVATIONS TO ASSIST THE UNEMPLOYED, PARTICULARLY THOSE UNEMPLOYED FOR MORE THAN ONE YEAR

Each technical team submitted a range of innovations under this heading as well as a discussion of trends in the national reports. In this section (4.), instead of a synthesis report which combines discussion of trends and discussion of individual projects, the projects as described on the record sheets are discussed first under headings relating to target-groups, followed by a synthesis of the discussion of trends.

4.1 Combined work experience and vocational preparation for young people

When we examine the target-group of young unemployed we find that the most widespread innovatory category is that of the combination of work-experience and vocational preparation (alternance). This type of initiative is found in Denmark (youth guarantee) organised by local authorities with one of its main aims being to motivate and qualify young people to proceed to further training and to obtain a skill qualification. (DA 07 C, DA 08 C) Another Danish innovation which has some features in common with the Irish Youth Cooperative Education Programme and Community Workshops is the Production High School. (DA 10 C) Here the real innovative quality lies in the attempt to integrate totally production work and literacy and numeracy skills, something also attempted by the Irish Community Workshops. (IR 12 C)

The Irish Youth Cooperative Education Programme is an innovation which introduces young people to work on cooperative principles (IR 15 D) and which is similar to a French initiative where cooperative organisation is the vehicle for the training and motivation of young people. (FR 06 C) The special interest of the U.K. WEEP innovation lies in its attempt to provide high quality work experience and to monitor participants closely and carefully, issuing a certificate at the end of the course. (UK 11 B) The Vocational Induction Centre in the U.K. offers a completely integrated experience of work and vocational guidance under one roof and one where the handicapped and educationally sub-normal are accepted onto the course. (UK 12 B) Two projects from the Netherlands are also of interest in this area since ,they offer the young unemployed an opportunity to acquire work experience, follow training programmes and receive financial help in setting up a small business. (NE 11 B, NE 17 B)

4.2 Work preparatory courses for young people

The other main group of innovations for young people found in a number of member states is the work preparatory course, aiming to motivate, counsel and prepare generally for the world of work. Examples of this type of course are found in France, (FR 07 C), the Irish Republic (IR 11 C), Denmark (DA 09 C), the U.K. (UK 33 B) and the Netherlands (NE 08 C, NE 10 C). An urgent theme which emerges from the evaluation of these projects is the disadvantage suffered by those young people who leave compulsory education without sufficient skills to undertake further training. The comment of the Irish evaluators is particularly interesting here:-

'A recent evaluation of this pilot as an effective training programme has indicated that the level of education of the average trainee participating in the programme was at too low a level for them to improve their job-seeking strategies significantly after undergoing a short course'. (IR 11 C) In the light of this comment it is interesting to note that the Dutch projects mentioned above aim to improve general education standards before attempting to offer vocational courses to disadvantaged young people.

4.3 Innovative measures to assist the long-term unemployed adult: Small Business Courses

When we turn to the adult long-term unemployed we can categorise innovations by the type of future that they are trying to prepare participants for. One type of future is the setting up of small businesses, an area where the U.K. has the largest number of innovations. Much emphasis is placed here and in a similar course described in France (FR 09 C) on the need for very careful preparation of plans for new business ventures. The U.K. use of media to provide a basic introduction (UK 04 B) is particularly innovative, while it is a pity that the French report does not explain the system of the Livret d'Epargne Manuel which might well be of interest to other member states.[1] The small business innovation is, however, largely confined to

---

[1] However, the LEM is described in CEDEFOP Role of Training in setting up new economic and social activities in the section on France.

U.K. and France (Ireland also mentions it, but under another heading). This should not, however, be taken as meaning that such ventures are unknown in other member states, it may merely be that they are not considered to be innovative.

4.4 Innovative measures to assist the long-term unemployed adult: Retraining courses

The traditional approach to adult long-term unemployment i.e. the re-equipping of adult workers with a new set of alternative skills is mentioned as having innovative qualities in five member states. In Denmark these courses have been greatly increased in length, a number of courses being linked together to form a course lasting about six months. (Long duration labour market courses. (DA 13 C) The retraining courses for redundant steelworkers in the U.K. (UK 09 B) are even longer - 52 weeks and sadly, one of its innovatory qualities (as in some other member states) is the sheer scale of the retraining operation. The U.K. and Danish courses have been bracketed together here because they are not linked in any specific way to proposed job creation. The courses described in Italy, France and Germany, on the other hand, have all been positively conceived within the framework of job creation. The French project (FR 10 D) is especially innovative and will be considered here in some detail. Basically, on 15 large scale public works projects (mostly the construction of nuclear power stations) the development plans include a formal commitment to train those unemployed in the local work force to work on the construction and possibly also in the finished plant. The Italian project - Training Courses for 4000 unemployed on behalf of the Region of Campania (IT 05 B) also has jobs in view for its participants - mostly public works projects. The innovative quality of this project lay in its attempt to give participants a multi-purpose training to enable them to cope with all the 'social and organisational features associated with the job'. The German initiative in this field was also innovative largely because of its socio-political implications - workers who obtained a vocational qualification were given a job as soon as one became available. (DE 12 B)

4.5 Innovative measures to assist the long-term unemployed adult: Learning to cope with long-term unemployment

A newer form of initiative for the long-term unemployed must now be noted. This type of measure, which is most widespread in the U.K. (UK 03 B, UK 10 B) has been described in the U.K. report in the following terms:-

> 'There is some suggestion of education for unemployment in many of these developments, described as a bankrupt concept by some, as a recognition of reality by others'.

These courses offer general community support and facilities to the unemployed, and encourage self-help, exchange of services, at best a whole alternative sub-culture. If we are to accept that these courses represent a recognition of reality, we should, on the basis of Community-wide evidence, mention that it is only in the U.K. that this type of course is identified - no other member states mention similar developments.

4.6 Innovative measures to assist the long-term unemployed adult: Vocational guidance and counselling

The other form of innovation to be mentioned in connection with adult long-term unemployment is the development, in a number of member states, of vocational guidance and counselling services for adults and courses based on a substantial element of counselling and self-assessment. The Netherlands offers examples of such courses (NE 08 B + C, NE 15 B + C) and in Denmark there are experiments in adult education under the Secretariat for Educational Measures to Combat Unemployment (DA 11 C) for disadvantaged adults - primarily women and immigrants:-

'The courses offer training to those adults whose lack of adequate vocational training makes it difficult to find employment. Courses have a number of objectives, one is to overcome the isolation of the jobless, another is to increase their self-reliance and a third is to teach specific skills'.

In the U.K., formative self-reviewing has been introduced, an ambitious scheme which aims 'to increase self-knowledge by enabling the individual to review his/her experiences, to identify strengths, weaknesses and potentials and to formulate personal learning objectives'. (UK 15 B)

4.7 Measures to assist disabled unemployed people

Action on behalf of the long-term unemployed who are also disabled is also mentioned in a number of member states. In the U.K. the initiative is aimed at integrating the mildly disabled into Further Education and supporting them in their efforts to continue with their education. (UK 32 C) The course in Germany sees as its main innovatory feature the stress on psychotherapy to assist participants in building up self-esteem and a stable personality where this may be necessary. (DE 10 C)

In Italy, the disabled were originally to participate in in-company training courses, but these could not be found and the places were created by setting up occupational cooperatives. A special feature of the programme was its emphasis on working with the families of the disabled (IT 04 B). A Dutch project providing training courses for the disabled in the areas of graphics, office skills and horticulture reports that some 60-70% of former trainees have found jobs. (NL 00 6)

4.8 Summary of trends in innovation for the long-term unemployed adult

A number of reports stress that more emphasis and the most innovative provision is taking place in the field of initiatives to help the young unemployed rather than for long-term adult unemployed. The Irish report points to a demographic reason for this trend, namely that almost half the Irish population is under 25 years of age. In the U.K. massive programmes for the young unemployed remain a priority but there is thought to be some evidence of a movement towards increased provision for the long-term unemployed. In Italy the problem of discussing this category is felt to be that it is not a concept that is particularly straightforward in Italy with its fragmented labour market and vast problems of underemployment, black economy etc. But here again, the combined work/training programmes for young people and other similar schemes were felt to be priorities. Other reports, however, do not make this point so strongly but nevertheless stress the relatively small amount of innovation to be found in the area of courses for the unemployed adult. The relative lack of innovation for the long-term unemployed is also mentioned in the U.K. and Irish reports and by implication in the case of Denmark where very few innovatory qualities are singled out in connection with the Danish courses for the adult unemployed. In the Netherlands, the trend appears to be towards greater government intervention in the provision of training for the long-term unemployed and shorter more task-orientated courses. The French report concentrates on describing innovations in the field of vocational guidance and counselling for the long-term unemployed, a theme also mentioned by the Belgian report where the long-term unemployed are given individualised guidance and help with job application techniques.

4.9 Common innovatory trends

All member states emphasise the importance and innovative quality of vocational guidance and counselling for all groups of unemployed people. Another need identified by all member states is the need to raise the educational standards of a number of young people and adults before vocational training or retraining can be offered - a point that has repeatedly been stressed in reports on vocational training that have appeared in recent years. Finally, there is a widespread opinion expressed in the national reports that there is, at present, an insufficient level of innovative activity within the Community in the provision of courses for those adults who have experienced long periods of unemployment.

5. FURTHER ANALYSIS OF INNOVATIONS SELECTED BY NATIONAL TECHNICAL TEAMS

For reasons of space and conciseness this volume contains only the individual national reports on Trends in Innovations ... and the record sheets for each member state listing and describing innovations in detail are only available on request and in a limited number of Community languages. Although the first four sections of the synthesis report and the national reports make frequent reference to the innovations recorded by each national team, the wealth of informative material assembled on the record sheets cannot be completely conveyed. It is felt that this material is of special interest to practitioners in the field of training who would appreciate the opportunity to:-

a) gain an overview of the types of innovation that the national teams considered to be interesting and important when compiling their reports.
b) gain a broader view of innovations in the key areas of pedagogy and target-groups for innovative action.
c) make direct contact with colleagues in their own countries or in other member states who are involved in establishing similar types of projects.

However, it should be stressed that the innovations described on the record sheets are too small in number to be able to alone exemplify all the innovative trends in any given member state. Furthermore, the process of selection of innovations varied from one national technical team to another. The analysis carried out in section 5 of the synthesis report aims to convey the quality of many of the projects described and to provide a structured overview of the record sheets which may lead readers to examine these further.

5.1 Overview of types of innovation represented on record sheets by member state

For the purpose of analysing types of innovation, four categories of innovation were distinguished by the author of the synthesis report in order to facilitate the task of cross-cultural analysis. These categories are:-

I Course - aims and content
II Course - organizational and/or institutional framework
III Target-group
IV Course - pedagogy

In identifying different categories of innovation the author drew extensively upon the useful typology of innovation included in the German report (p.141 and which was employed by the author of that report in the process of selecting the innovations to be included in the final set of record sheets.

The first way in which we can use these categories of innovation is to analyse by member state the distribution of innovations among the four categories. The analysis contained in Table I is based on the technical teams' own analysis of the innovative qualities of the projects they had selected except in the case of Germany, France and Italy for which an analysis was not available. In the case of these three countries, the analysis has been carried out by the author of the synthesis report based on the innovative qualities recorded on the record sheets themselves. In a number of cases, projects were considered to have more than one innovative quality so that the number of innovative qualities recorded is generally greater than the record sheets for any one member state.

Table 1 Categories of innovation by member state

Member State	Categories of innovation			
	Course - aims and content	Course organization	Target group	Course pedagogy
B	+++++ ++++	+++	++++	++++
DK	+++++ +++	+++++	+++++ +++++ ++	+++++ ++
D	+++++ +++	+	+++++ ++	+++++ +++++
F	++++	+++++ +++	++	+++++ +++
IRL	+++++ +++++ +++++ +	+++++ +++++ +++++	+++++ ++	+++++ +++++ +++++
I	+++++ +	++	++++	+++++ +
NL	+++++ +++++ ++	+++++ ++	+++++ ++++	+++++ ++++
UK	+++++ +++++	+++++ +++++ +++++ ++++	+++++ +++	+++++ +++++ +++++

5.2 Structured analysis of pedagogic innovations as recorded by technical teams

In this synthesis report it has been decided to provide a Community-wide analysis of two of the four categories of innovation selected for the record sheets, the category of pedagogic innovation (IV) and the category of target-groups (III). Of the remaining two categories, the first (I), course aims and content has been extensively discussed in preceding chapters, the second (II), organization, is the category most closely embedded within the context of national provision and does not lend itself well to cross-national classification.
If we take the category of pedagogic innovations recorded by the technical teams on the record-sheets, we find that we can break this category down into sub-categories and then sub-divide each sub-category into a number of variants

Category of pedagogic innovations

Sub-category A Learner-orientated

Variants

(i) Quality of trainer-trainee relationship
(ii) Individualised or flexible learning programmes
(iii) Work experience as learning resource
(iv) Learners' experience or special skills as learning resource
(v) Curriculum development for learners' special needs

Sub-category B Structural
Variants
(i) Modularisation

Sub-category C Technological
Variants
(i) Computer-assisted learning
(ii) Distance learning.

Sub-categories A, B and C are not mutually exclusive. By examining the sub-categories and some of their variants we acquire an overview of the range and distribution of pedagogic innovation proposed in the data collected. By denoting the originators of innovations according to member state we can build up two distribution patterns, the distribution of different types of pedagogic innovation within the examples proposed by individual member states and the frequency of occurrence of innovations across the whole set of national reports.

Table 2 Pedagogic innovation: distribution by type and Member State

	B	DK	D	F	IRL	I	NL	UK
A. Learner orientated								
Quality of trainer-trainee relationship		+		+ +	+ + + + +	+	+ + + + +	+
Individualised or flexible learning programmes	+ + + +	+		+	+++ ++ ++ ++ ++	+	+ + + + +	+ +
Work experience as learning resource	+ + +	+ +	+	+	+	+ + +	++ ++ + + +	+ + + +
Learners' special skills as learning resource		+ +	+	+	+ + + +		+ +	+ + +
Curriculum devt. for learner's needs	+ + + + +	+ + +	+ +		++ + + + +	+	+ + + + +	+ +
B. Structural								
Modularisation	+ + +		+ + + +	+ +	+ + +		+ + + +	+
C. Technological								
Computer assisted			+		+			+ + +
Distance learning			+	+	+ + + + +		+	++ + + + +

5.2.1 Work experience as a learning resource

As there is not space or time enough to examine in detail every type of pedagogic innovation as it manifests itself in the different member states, we shall merely look in detail at the most frequent variant of pedagogic innovation in each of the three sub-categories. In sub-category A, Work experience as a learning resource is the only variant mentioned in all member states. The meaning of this variant of pedagogic innovation will become clearer as the relevant examples are discussed, but basically it refers to courses which deliberately make provision for participants to apply theoretical learning in a real work environment and to redirect this experience back into the course programme. This innovative quality differs from alternance partly because alternance is usually intended for young people and partly because alternance does not usually imply such complete integration of work experience. Two of the U.K. initiatives which fall into this category are UK 05 B New Enterprise Programme and UK 06 B Fellowship in Manufacturing Management. The UK 05 B integration of theory and work experience is described in the following terms:-

'A four week residential period at the business school, made up of 'classwork' and tutorial sessions when a plan for the business is developed.

A twelve week non-residential period at the location of the participants' own choosing and during which time he/she is seeking to move towards starting his/her business. During the programme each project is reviewed formally and informally at regular intervals.'

This course was the forerunner of many other 'Start your own business courses' and has been evaluated as highly effective. The way in which the business proposal itself determines the nature of course activity was felt to contribute greatly to effectiveness. UK 06 B consists of 20 weeks of theoretical teaching which widens the individual's knowledge of aspects of new business management and a year of supervised application completing a project within a company. The technical team comments that:-

> 'The main significance of this innovation is that performance improvement which depends upon experience can be accelerated by exposure to real work problems in an environment which stretches trainees to the limit in all aspects of performance. This is done by providing a strong support backup ...'

Both the Italian innovations with this element involve updating courses for workers already in employment. IT 08 C is a course of 'Training in 'Standard Operating Practices' Heat Treatment and Rolling Furnaces in Terni Steelworks'. Here the target group is production workers and 'each participant applies his store of theoretical and practical knowledge to the real working situation, works with the rest of the group in seeking optimum methods, verifies his approach to the plant, adjusts his performance in the light of his findings and attempts to define both roles and tasks'. IT 14 E (200 Hour on the Job Training Course - Vine Growing - Directed Pest Control Methods) offered participants 50 hours of theoretical training in winter followed by 150 hours of application in the summer months. Both the Italian projects were evaluated as producing greater openness to new ideas and an increased degree of self-awareness in participants.

The pedagogic innovations discussed under this heading are all characterised by a pattern where the work activity itself is the dominant factor, not only in determining the nature and timing of theoretical instruction but also becomes the real field of learning and application. The Danish Production Schools (DA 10 C) are characterised by the very close integration of production work and the teaching of basic subjects to disadvantaged young people while DA 02 A (Brewery workers' training) bases learning on 'the participants own experience of family life, working life, social life, and leisure activities'. The project from Germany in this field, DE 07 E (Hoechst Learning Room) uses the same principle of bringing theoretical reflection to bear on working life with the aim of improving its quality. This project, in which 6 - 8 workers meet regularly one hour a week to discuss the organization of the firm and of their own work is described as 'an attempt to make the whole work process into an educational learning process ... giving the opportunity to change the way the firm is organized from below'.

These innovations are typical of the very numerous learner-centred pedagogical innovations described in the data in that they are characterised by respect for the learner-participant as an experienced adult requiring guidance rather than instruction and with much to contribute to the content and construction of the course. The majority of pedagogic innovations in fact fall into sub-category A (learner-orientated).

5.2.2 Modular courses and unités capitalisables

Sub-category B, modularisation, is about the ordering of learning experiences into discrete units which allow for more flexible learning programmes to be established. Six reports put forward examples of innovations in which the modular structure is the most prominent innovative quality and both the Belgian record sheets and the French report refer to the new system of unités capitalisables. (BE 1.2) The French team make a distinction between modularisation and unités capitalisables. This system of course structuring and assessment differs from modular courses firstly by defining the content of training not in terms of a syllabus but in terms of ability to perform given tasks, secondly, courses are not composed of units of training but of a series of checks or controls which correspond to the minimum levels of competence necessary for certification however this competence may have been acquired. Clearly, all experiments and structures which allow for greater individualisation of course provision to take into account the varied experience of adult learners and their special circumstances constitute an important pedagogic advance.

5.2.3 Pedagogic innovations using new technology

To a certain extent, the innovations which come under sub-category C can be said to carry through the theme of flexibility and adaptability to the needs of learners already mentioned above, sometimes bringing continuing education and training to the areas no other courses could reach. UK 22 A is an example of the use and evaluation of computer-assisted learning packages to teach a recognised course of technical training which is one of the first experiments with this type of application in the U.K. The TOPCAT initiative (Texaco onboard programme of computer assisted training (UK 22 A) illustrates the way in which computer-assisted learning can enable course providers to set up courses in an environment (on board ship) where it has never before been practicable:-

> 'Human instructors are impractical at sea and on-board training using books, films, etc. has traditionally been considered ineffective because of its passive nature. TOPCAT overcomes these problems because it is interactive and reacts to the students in a unique manner depending on their level of understanding.'

The German project in this field of distance learning is an attempt to systematically classify, evaluate and make available distance learning materials which have already been developed but which are not at present widely known or available. (DE 16 E) The U.K. distance learning project mentioned here (UK 17 B) is rather different in that it forms a definite course of study leading to a qualification aimed at updating adult staff in modern technology and principles. Mixed media packages are supplied to students who study independently for most of the time in their own homes. One of the Irish distance learning initiatives has a very different target audience from the British (IR 19 D) and has as its aim:-

'to enable early school leavers and the population in general to broaden their education and enhance their career prospects as well as update their skills.'

Teaching methods for this course again involve a mixed package of correspondence material plus audio-visual aids and face to face contact assembled together in vocationally-orientated courses.

The French distance learning experiment was, like the U.K. one, largely dictated by the need to provide learning materials for a target audience which had very little time available for study during working hours (self-employed craftsmen in the building industry) and relies on a mixture of learning materials. (FR 15 D)

Several points are raised by these examples of distance learning projects. There seems to be general consensus that mixed packages must be introduced in which some face to face contact plays an important part. The French initiative points to how distance learning could provide updating opportunities for a hitherto neglected group - the self-employed. The U.K. initiative points to developments in a rather different direction - employees meeting the organisation's needs for updating but doing so in their own time instead of in that of the firm. It seems possible that distance learning techniques could be exploited in a number of ways - to create more effective and enjoyable learning situations but also to cut down on the costs of updating for firms at the expense of the employee's leisure time.

5.2.4 Conclusions on pedagogic innovations

This survey of pedagogic innovations across the main themes and throughout the member states is necessarily an approximate exercise since some projects which may have contained these pedagogic qualities may not have been included because these elements were not identified as the most important qualities. However, the survey does give a reliable picture of the main directions in pedagogic practice which are felt to be important in member-states - these initiatives can be seen to be overwhelmingly characterised by learner orientation and flexibility. Increasingly they are moving away from conventional 'banking' concepts of pedagogy towards new trainer/trainee relationships based on exploration of the trainee's own experiences and learning.

5.3 Community-wide analysis of varieties of target group

It was argued above that pedagogic innovations constitute a relatively context-free category and that there is therefore likely to be considerable similarity in trends between member states. Given that two of the areas of activity for innovation to be considered by the national teams were defined in terms of the target group (those facing unemployment and the long-term unemployed), we might expect there to be considerable similarity between member states in terms of target groups. This assumption would, however, ignore the fact that the identification of a previously unperceived or neglected target group can in itself constitute a source of innovation. Many reports showed considerable awareness of target groups as a source of innovation and put forward projects involving previously neglected target groups both within the agreed areas and in additional material not falling within the themes mentioned. Without careful perusal of all the record sheets it is not easy to gain an idea of the variety of target groups which constitute innovations in this field. A table has therefore been prepared [1], not so much for the purpose of demonstrating common directions, although these are apparent, but with the aim of providing an immediately accessible overview of the variety of target groups which undoubtedly exist in all member states but which are not always perceived as able to benefit from a course of training.

---

[1] Again it should be noted that this table is based only on target groups specifically identified as constituting an innovation.

Table 3 Types of target groups identified in technical teams' record sheets

Target group	B	DK	D	F	IRL	I	NL	UK
Ethnic group with language difficulties		+					+	+
Young people in first employment					++		+	+
Women returners with high level engineering qualifications								+
Large scale operation for redundant workers or young people					+ +	+		+
Individuals, some with low level ed. hoping to start small businesses	+						+	+
Older long-term unemployed or redundant				+				+ +
Young people who have actively rejected formal education	+	+			+			+ +
Individuals with more than one occupation in underdeveloped areas				+				
Students, scientists and graduates	+ +	+ +			+ +			
Travelling people					+			
Semi-skilled or unskilled workers in employment		+ +	++ +			+	+	
Elderly			+					
Social workers			+					
Trade-unionists			+			+		
Employers			+					
Trainers/planners in regional devt						+		
Individuals with a low level of education		++ +					++	
Young people without work or education		+++ +					++	

5.3.1 New target-groups within the categories of school-leavers and unskilled workers

It is obvious that the category of target group is more context-determined than that of pedagogic innovation and a number of initiatives which constitute innovations in some national contexts constitute hallowed traditional practice in others. A case in point are courses being run in the U.K. and in the Republic of Ireland for young people in unskilled first employment. Traditionally there has been no training leave or educational provision for this group in either member state and awareness has been growing that this neglect is both socially unjust - given the resources devoted to the education of more academic groups of young people - and also totally out of step with most advanced industrialised European countries. In the U.K., Unified Vocational Preparation (UK 28 C) represents a first experimental step in this direction. It can be seen that the fact that this type of provision has had no tradition in the U.K. has been advantageous in some ways since the approach adopted has been pragmatic and not over-dominated by institutional and organisational constraints.

The evaluation of the Irish Republic's pilot project 'Education for Youth in Employment' is similarly positive, noting 'the willingness of employers to become directly involved in the education process and act as consultants and sponsors of the projects'. This course also appears to have evoked new attitudes to the education of a group only just out of school:-

'As far as the participants were concerned there was a perceived difference in attitude to full-time students on pre-employment courses for, although of similar age, because the project participants were working and had begun to take greater responsibility for their lives, they were more independent and less reliant on their tutor as a purveyor of knowledge'. (IR 16 D) Denmark and Germany have a long tradition of providing some training for a high proportion of school leavers so that their concerns are clearly quite different from those of the Irish Republic and the U.K. Both Denmark and Germany include a number of projects for the up-grading of unskilled and semi-skilled workers in their record sheets. Considerable efforts are reported in the Danish courses to overcome the participants' suspicion of formal education. In the initiative entitled 'Educational barriers' 'the first part of the project was a study of the educational barriers that keep the educationally disadvantaged from participating in leisure time courses. The second part of the project consisted of a course designed to limit such educational barriers: having found potential participants, the course content took account of the wishes of the group and instruction was based as far as possible on the participants' own experience'. (DA 05 B)

5.3.2 Special target-groups

Some of the target-groups in Table 3 reflect particular national preoccupations, the category 'individuals with more than one occupation in underdeveloped areas' proposed as an innovation in the French report in fact reflects the strong French commitment to regional development and to putting a halt to rural depopulation. This initiative (FR 11 D) aims to encourage new types of agricultural activity while at the same time providing training for the local population and encouraging them to take a more active role in the process of research and development. In this connection the French report also identifies the emergence of a new profession as yet barely recognised and certainly not organised. This new profession is identified as that of development agent and involves detailed knowledge of local conditions linked to the ability to find sources of finance for the development and the ability to bring together the various local agencies. This, the French report discovers, is a target group in search of a course - it is encouraging to find that the course in fact exists, but in Italy, another member state strongly committed to various measures for regional development. The Italian course (IT 13 D) is based on the concept of the planner/trainer and aims to encourage the local planning and provision of training courses which are closely related to socio-economic development needs. Another course similar to this one is IT 12 D 'Job creation and the development of new working relationships - research and training in two inland areas in Southern Italy'. This project arose out of the need to mobilise local people and resources to cope with the aftermath of the Italian earthquake and its target group is union leaders and 'emerging activists'. The aim of the course was 'to stimulate public awareness in the inland areas of Avellino and Benevento of the new role of industrial relations, the structure and organisation of the labour market, the spirit of individual enterprise and the significance of all the local resources in the development of inland areas in the Region of Campania and to encourage action'. Together with the example from the Federal Republic of Germany, these are the only courses identified as being aimed at trade-unionists, a group which, along with employers and the elderly are found in all member states and which one might have expected to be the object of more innovative measures than are reported here. However, the aim of this section is to show the diversity of new needs that have been identified and should not omit a reference to a group identified in the U.K. in project UK 26 A 'Women in technology'. Courses for women have of necessity for the most part to be directed towards women with low levels of schooling and low self-esteem. It is salutary to be reminded by this innovation that some women are highly qualified but still have special needs arising from the heavy family responsibilities that are left to them. Thus the 'Women in Technology' course aims to update both specialised knowledge and knowledge of industry and the labour market and to prepare highly qualified women to enter the labour market again at an appropriate level. Finally, another special project which will be of interest to other member states is the Irish project for Travelling People, one of the Irish measures to assist the long-term unemployed. This is a unique group in Ireland with particularly severe training problems due to their low, or in some cases, non-existent level of educational attainment and their nomadic life style. This project also includes counselling services for travellers in the form of social education and preparation for life and marriage. (IR 13 C)

6. CONCLUSIONS

6.1 The role of training projects in promoting regional development

What common conclusions emerge from the reports in this volume? One theme which is to be found in a significant number of reports concerns the linked issues of the importance of training as an element in regional development programmes and the need for devolution of responsibility for training to regional and local authorities. The French report is the one that places most stress on the central role played by training both in the development of rural areas and in urban renewal. The role of development agent is perceived as central to this process and it has already been noted (p.59) that France is not the only member state to have identified the vital role that such an individual must play in bringing together key local organizations and in evaluating potential for development - all pre-requisites for building up the framework for development in which training will play a vital part. Although the French report does not deal at length with the problems for the provision of training still created at regional and local level by the virtual monopoly of educational provision and certification held by the Ministry of Education, it does recognise this as a key area if what is now innovation in regional development is to become accepted practice. The same recognition of the need for training to be integrated into a wider framework of planning for economic development is fully recognised in a majority of member states. Thus the U.K. report, in its overview of trends in policy and planning states that there are 'signs of some movement towards broader more coherent strategies', one of these signs being, 'training developments geared to regional and local circumstances through whole 'packages' of training and other initiatives, designed to generate employment opportunities through the stimulation of local enterprise and the development of supporting programmes.' A move towards decentralisation 'in order to maintain the principle of flexibility in response to local needs' is also mentioned. Another member-state which strongly stresses the active role that training measures must play in the creation of new jobs is the Republic of Ireland. Here the analysis stresses a shift in emphasis from training for employment already established to training for the planned development of employment:-

'From the projects examined, one could conclude that the role of training and continuing education has undergone a remarkable shift in emphasis over the last number of years. Hitherto, training has been something which has largely taken place subsequent to job creation; it would now appear that training and continuing education is in fact adopting a more assertive role and is becoming involved in the active creation of new enterprises.'

The Italian report also mentions the increasing need for the very careful planning of training programmes and their special importance in the programme of development and recovery for areas of the Mezzogiorno. There is a tendency in the Italian report to assume that the problems of the Mezzogiorno are unparalleled in the rest of the Community. While that may be true in terms of the scale of the problem, many member-states are now coming to grips with the problems of regions whose economic infrastructure has been devastated by structural economic change and the examples given by Italy in relation to the Mezzogiorno do find parallels elsewhere in Europe - the attempts to mobilise the resources of local communities in the Mezzogiorno are a case in point.

6.2 Common innovatory trends towards the development of more flexible and more individualised programmes for learning

While the integration of training measures into regional and urban development activities is clearly an important phenomenon and one reported as concerning three out of four of the large industrialised member-states, the most widespread of the trends in innovation that can be discerned from these reports concerns not the organization of courses but the implications for teaching methods of the adult learner, perceived within the context of an established life-style and bringing to any training initiative new ways of learning and a rich fund of experience not only of work but of community, domestic and family life. Many member states report a movement towards providing courses that take account of the adult learner's established life-style and commitments. The French report stresses the diversification of educational locations - no longer just schools and colleges but also the work-place and the community. Courses are being modularised and are no longer conceived of in terms of a given time-span but as a set of modules which can be acquired by the learner over a period of time to suit him or herself. From the Netherlands a similar preoccupation is reported:-

> 'In the frame of methods and didactics, the adjustment to the life and work situation of adults becomes more and

> more important; again this is part of the broader endeavour to give participants more influence on the programming of courses.'

There is evidence too that the model of formal schooling is being progressively abandoned by innovators in Italy where greater flexibility in course provision and the desire to reach new target groups are the aim. Denmark also shows a preoccupation with the process of learning in adults, a process which, it is felt, is not really understood and which is the subject of a study undertaken by the Educational Council for Youth and Adult Education in 1981. This study aims to examine three areas which are very close to the areas of interest raised by other member states:-

'- the development of learning at work
- the development of informal learning in the home environment
- the development of special subject courses and acknowledgement of real competence, regardless of how this is attained.'

The promotion of greater flexibility of course provision and adjustment to learners' needs is also stressed in the U.K. report, although here, as in the Irish Republic, 'there is some concern that the adult unemployed are relatively neglected by the innovators.' But the situation in the U.K. is summarised as follows:-

'This increased flexibility in organisation of learning is reflected through the system, both in college-based and company-based programmes. More flexible modes of part-time study, periodic study linked with module and credit systems, self-paced and individualised programmes, are now widely in evidence.'

When the survey of pedagogic innovations was examined, based on the recorded examples provided by member-states, the use of work and work experience as a learning resource was found to recur frequently. This trend is further confirmed in the comments of the reports from the member states. The Danish interest in adults' experiences as a basis for learning has already been noted but we should also mention again in this connection the interest expressed in the Netherlands report in this area of pedagogy.

Distance learning and the development of audio-visual media courses in general were identified as important trends from the recorded innovations analysed, but here again, supplementary information is available from the reports of member states. In Denmark, an 'Open University' experiment will be introduced in Jutland in the autumn of 1983 and the Belgian report mentions:-

'the development of audio-visual teaching aids and their distribution by means of community T.V. channels and by cable T.V.'.

In the Netherlands, correspondence education and educational broadcasting is already well-established, however, it is acquiring new importance with preparations for the opening of the Open University in 1984. Among the courses offered by the O.U. of the Netherlands will be short courses designed to encourage new ventures in creating employment. Ireland and Germany are also countries where distance education is being exploited to open up continuing education and training provision to wider target groups.

6.3 Continuing education and training as a model for educational development

The richness of the range of innovations quoted in this field point to a genuine evolution in thinking and in practice in all that concerns the process of learning, an evolution which, it could be argued, could finally bring educational practice into the twentieth century. Several reports refer to the escape from 'school-type models' of education and this is a common and important theme. All member-states have inherited and failed to transform traditional educational systems in which the learner - usually a child - is assumed to bring nothing of value to the educational process and where the learner is expected to make all the concessions needed to fit into the curriculum, timetable, pace and objectives of the educational institution. The coherence of educational systems, embodied in teacher organisations, administrators, ex-pupils etc. confers upon them an in-built resistance to change while their insulation from instrumental goals other than those that the institutions set for themselves i.e. examinations, means that they will be equally resistant to pressures for change in society or the economy. In absolute contrast to the inflexibility and internal cohesiveness of traditional educational systems, we now have the emergence, hopefully not of a system, but of provision for a far larger public than that ever catered for by the traditional systems of provision for continuing education and training. As exemplified in this study, this provision is firstly highly responsive to instrumental goals and situations.

Thus it escapes the straitjacket of the traditional curriculum which is an excuse for teaching the same thing regardless of circumstances or learners, and talks in terms of course objectives and course content which is constructed to respond to a previously analysed need. Furthermore, instead of an audience of children, all conveniently graded, continuing education and training is continually faced with a heterogeneous audience of experienced and sometimes vocal adults. The response of the providers demonstrated in these innovations is to adjust provision by means of individualised learning, flexible duration of courses, modularisation. Adults are not always available or able to fit in with the constraints of time and place expected by traditional systems - innovators have responded with distance learning, computer-assisted packages to be used at home or in the place of work. Thus the ability of innovators in continuing education and training to work flexibly and outside normal institutional frameworks has resulted in the development of innovative courses and other initiatives which are overwhelmingly learner-orientated but which nevertheless conform to the wider aim of developing skills and aptitudes which can contribute to economic and community development. The innovative potential of this field to develop a realistic alternative pedagogy could easily be destroyed by over-rigid organization or centralisation. What is also needed is a way of making resources available for continuing education and training which does not involve imposing heavy administrative control of the operations. There are no notable innovations mentioned in this field, although some promising combinations of course organizers are described, notably collaboration between local trade-unions, local employers and local authorities.

6.4 The significance of innovation

Innovations are by definition not representative of established practice and therefore it must be made quite clear that the trends discussed in the various sections above refer only to trends in innovative activity and not to trends in what is actually being provided in the field of continuing education and training in member states. There are a number of ways of viewing innovations. The more optimistic view is to regard them as exemplary models and forerunners of what will in the future become established practice, the more pessimistic view, is to see innovations and experimentation in general as a useful safety valve, channelling the energies of those who desire change away from the established system. We would be more justified in taking this second view if the innovations considered here had shown no common qualities cross-nationally and appeared to be the product of idiosyncratic and arbitrary impulses for change. This cannot be said to be the case for the innovations described in this report. Far from being the product of country-specific conditions, they can be seen to be in part, at least, the response to the urgent need for alternative models of economic development experienced by all member states.

However, the fact that much of the innovation reported here has its origins in urgent social needs common to most member states does not mean that best practice will become established practice without further action by governments, industry, local and community groups. The trends in innovation identified in this report give a clear indication of the new directions which can make training more effective and provide a more worthwhile experience for participants. However, the resources and action to ensure that this progress is consolidated must come from the government and from industry in close collaboration with regional and local planning authorities.

8. RECOMMENDATIONS

The national teams meeting together with CEDEFOP on completion of the eight national reports and the synthesis report strongly endorsed the following points which emerge from the enquiry into 'Trends in Innovation in Continuing Education and Training':-

The importance of flexible, locally or regionally based organisation for the provision of continuing education and training in order to respond swiftly to local and regional circumstances and to labour market conditions.

The need for all member states to fully recognise the significance of new technology (computer assisted learning, distance learning etc.) in providing new channels of communication and means of teaching especially relevant to the area of continuing education and training.

The need for member states to examine carefully the quality and relevance of continuing education and training for the long-term unemployed adult where the teams considered that there was evidence of a disturbing lack of innovation and an absence of updating opportunities in new technology.

The need for a greater flow of information both within and between member states in the area of continuing education and training so that providing organizations and member states can better identify and act upon relevant experience and benefit from the results of pilot projects, experimentation and evaluation throughout the Community.

Office National
de l'Emploi

This report was drawn up
on behalf of the
informal steering
committee for Belgium

December 1982

B

Contents

page

1. INTRODUCTION

1.1 Project aims and methods 74
1.2 Brief introduction to adult vocational education in Belgium 76

2. INNOVATORY TRENDS IN ADULT VOCATIONAL EDUCATION

2.1 General trends 77
- 2.1.1 Modular courses 77
- 2.1.2 Alternance 77
- 2.1.3 Cooperation among training agencies 78
- 2.1.4 New technology 78
- 2.1.5 New working methods 78
- 2.1.6 Efforts to combat and prevent unemployment 79
  - 2.1.6.1 The development of polyvalence and specialization 79
  - 2.1.6.2 Job creation through vocational training 80
- 2.1.7 Trends in socio-vocational action as part of vocational training projects 80
  - 2.1.7.1 Preliminary action 80
  - 2.1.7.2 Peripheral action 81

2.2 Trends associated with the three priorities 81
- 2.2.1 Training initiatives in response to the challenges posed by the new technologies 81
- 2.2.2 Training initiatives, particularly those within companies, to respond to the threat of unemployment 82
- 2.2.3 Training initiatives, to assist the unemployed, particularly the long-term unemployed 86

2.3 Innovatory trends associated with supplementary themes arising in the Belgian situation
- 2.3.1 Socio-occupational schemes 91
- 2.3.2 Teaching resources and methods 92
- 2.3.3 The training of trainers 93

List of innovation fiches 95

3. NAMES AND ADDRESSES OF CONTACTS IN TRAINING AGENCIES 96

1. INTRODUCTION

1.1 Project aims and methods

In the project, the Belgian working group set itself three aims.

The first was to give CEDEFOP as full a picture as possible of emerging trends and innovations in the field of training. In so doing, it hoped to achieve its second aim: to update the comparative study on adult vocational training systems in EEC Member States (1).

The third aim, an internal goal, was to a great extent achieved. It was to foster closer relations between training agencies and to promote the exchange of information between them.

In carrying out this work, the group called on the cooperation of the bodies and institutions which had helped to compile the Belgian study on adult vocational training systems (2), i.e.

1. I.F.F.P.
   (Institut Francophone de Formation Permanente des Classes Moyennes)
   (French-language Institute of Further Education for Small Businessmen and Traders)

2. Het Ministerie Van Nationale Opvoeding
   (Ministry of National Education [Flemish])

3. O.N.E.M. (Office National de l'Emploi)
   (National Employment Board [French-language]).

4. Le Ministère de l'Agriculture
5. Het Ministerie van Landbouw

   (Ministry of Agriculture)

6. I.V.V.M.
   (Instituut voor Voortdurende Vorming van de Middenstand)
   (Institute of Further Education for Small Businessmen and Traders [Flemish-language]).

7. R.V.A. (Rijksdienst voor Arbeidsvoorziening)
   (National Employment Board [Flemish-language]).

8. Le Ministère de l'Education Nationale
   (Direction de la Promotion Sociale)
   (Ministry of Education - Social Advancement Department)

---

(1) Dr. P. DEBATY: "Description des systèmes de formation professionnelle en Belgique"

(2) The addresses of these agencies are given at the end of the report.

In addition to these agencies, the group was assisted by the unions and the Belgian employers' federation, the Fédération des Entreprises de Belgique (F.E.B.). The unions attended the earlier meetings but then dropped out, although they gave their backing to the project and expressed a strong wish to be kept informed of progress. The Ministry of Employment also attended the meetings, its attitude being advisory and informative.

At the start of the discussions, each agency undertook to supply data sheets on its activities. From these sheets, a choice was then to be made of trends and innovations to be included in the consolidated report. With the passage of time, however, it became apparent that this was not the most efficient arrangement: it was time-consuming and O.N.E.M. found it difficult to outline tendencies and innovations relating to other bodies. As a result it was decided that each agency should draw up its own report on trends and furnish descriptions to illustrate those trends. O.N.E.M. was to retain responsibility for compiling the consolidated report.

This meant that eight separate reports on trends were produced.

F.E.B., the Belgian employers' federation, attended all the steering group meetings and was in agreement with the text of the consolidated report. The technical working group responsible for the final drafting of the report on trends would like to thank all the representatives of the training agencies for their contributions towards the project (data sheets and reports).

1.2 Brief introduction to adult vocational training in Belgium

"Adult vocational training" covers courses organized by the "Social Advancement" department which used to come under the Ministry of Education, those offered by the Institutes of Further Education for Small Businessmen and Traders under the auspices of the Ministry for Small Firms and Traders, courses set up by O.N.E.M. and agricultural courses formerly arranged under the auspices of the Ministry of Agriculture.

For the time being, under the institutional reform of the Belgian State, responsibility for vocational training has been transferred to the two community authorities. This calls for some explanation. The institutional structure in Belgium used to be relatively simple. There were three separate levels: national, provincial and local (the "communes"). There are now two more sub-divisions, known as "the regions" and the "communities", both taking over certain responsibilities that used to be the prerogative of the national authority. There are three regions (the Flemish, Walloon and Brussels regions) and two communities (the French and the Flemish).

"Social advancement" and "vocational training" are two of the issues for which responsibility is to be transferred from national authorities to community agencies.

Although the different types of vocational training we have listed are still closely linked with their original national ministry in many respects (such as personnel and infrastructure), by law it is now the executive authority in each of the two communities which regulates them through the issue of decrees.

In all likelihood vocational training will be administered in different ways by the two communities in the future, as will be the case with Brussels-based schemes designed for both Flemish- and French-speaking trainees. In the Flemish community, it is the Ministry for Flemish Culture who is responsible for vocational training, whereas in the French community that responsibility lies with the president of the executive authority.

---oooOooo---

2. INNOVATORY TRENDS IN ADULT VOCATIONAL EDUCATION

2.1 General trends

2.1.1 **Modular courses** (1)

Now that institutions have to cater for a wider range of people and meet more diversified training objectives, they all adopt this method of organization. Courses are shorter and cumulative; they are more likely to be tailor-made to the individual and are organized within the sphere of further education. The extent of modularization varies depending on the agency.

2.1.2 **Alternance** (2)

Alternance training means supplementing theoretical learning by a period of in-company work experience, or rather alternating periods of work with periods of education or training outside the workshop or office.

Individual agencies, however, translate the principle into practice in different ways. In some cases (I.F.F.P and I.V.V.M) they provide true alternance training. In others the arrangements are mixed, alternance forming only part of the training; practical experience may be slotted into the period of theoretical learning or follow directly on that period.

Another arrangement is the regular sandwiching of practical periods into learning periods.

---

(1) and (2) These trends are illustrated by two projects described in the data sheets ("fiches"): modularization by the "cumulative units" project (Ministry of Education - fiche 2), and alternance training by the "reception staff" project (I.V.V.M. and O.N.E.M. - fiche 3).

2.1.3 Cooperation among training agencies

At grass roots level, cooperation may take various practical forms. For instance, O.N.E.M. and educational establishments work together on the Saturday and weekday courses of further training in management and computing; O.N.E.M. collaborates with I.F.F.P. and I.V.V.M. in arranging management training; and liaison on a more academic level was the colloquium arranged by O.N.E.M. on the theme of "active teaching methods in adult education", attended by about 300 people from every environment in which education is a concern.

2.1.4 New technology

There is no doubt that the technological innovation of the 1970s and 1980s has been the arrival of informatics and the micro-processor.

Every training agency is faced with new technologies and is trying to find a rapid, effective response to the changes occurring in the workplace.

The main difficulty, however, is obtaining the necessary equipment more quickly than in the past.

2.1.5 New working methods

Training in working methods is not directly linked with the use of new technology; in the context of adult education, it tends to be training in work methods based on known technologies whose use is necessary in order to keep abreast of current economic events.

In the field of energy saving, for instance, new applications have now been found for a good deal of conventional technological expertise.

2.1.6 Efforts to combat and prevent unemployment

Attempts to combat and prevent unemployment through vocational training are in essence taking two forms:

- schemes promoting polyvalence and specialization for both the unemployed and those in employment;
- efforts to set up training programmes designed to create specific new jobs.

Institutions more specifically involved with the training of craftsmen or the self-employed are displaying the same concern for preventing unemployment or underemployment by introducing such subjects as business management into their training programmes.

2.1.6.1 The development of polyvalence and specialization

All training agencies try to give their trainees a better chance of finding or retaining employment by striking the right balance between versatility and specialization.

Under some schemes, training in these two aspects is consecutive, broad general instruction in the school being followed by a short specialized course. Under others, the two forms of training are simultaneous, achieving a balance between general and specialist learning in accelerated courses.

The methodological principles of integration and individualization can both be identified in this tendency.

Polyvalence is interpreted in various ways: in teaching one skill, a limited knowledge of associated skills may be imparted; management aspects may be included in a purely technical course; or general education relevant to the skill being taught may be provided (for example by incorporating a social behaviour module or a language module in a technical course).

2.1.6.2 Job creation through vocational training (1)

Efforts are being made to set up training programmes designed to create specific new jobs. Vocational training has an unexpectedly creative role to play here in that it may bring to light jobs of which employers are unaware and fill in the gaps.

Instances of this are the locum services brought into being in the agricultural sector and the O.N.E.M. courses in small business management and the management of in-company computer sections.

2.1.7 Trends in socio-vocational action as part of vocational training projects

2.1.7.1 Preliminary action

There are certain factors in every training course which, however vital to the achievement of optimum results, cannot be covered in the time and with the resources available. Adult education, for example, usually given in groups and directed towards a practical goal, is hampered by the constraint of time, with the result that efforts are concentrated on the subject of the course. Nevertheless, there is a growing trend towards providing a systematic background to the subject in the form of observation, guidance, motivation or information activities, either preceding a vocational course or as the first stage in the course.

---

(1) See data sheet on the course in "the management of small and medium-sized undertakings" organized by O.N.E.M./R.V.A. (fiche 18).

2.1.7.2 Peripheral action

It is apparent that efforts are being stepped up to help job applicants find work (for example, through modules on "presenting oneself to a potential employer" or "how to apply for jobs"). Efforts are also being deployed to create the most effective manpower as possible for the economy. In some respects this trend complements job creation efforts. It has taken the practical form of legislation on vocational training and certain groups such as women and young people.

2.2 Trends associated with the three priorities

2.2.1 Training initiatives in response to the challenges posed by the new technologies.

Innovation is a term that can properly be used when discussing the new techniques and technology with which companies and training institutions are confronted, but it is less appropriate in describing the steps being taken by those institutions to keep abreast of change, for they have been constantly alert to technical and technological developments. This continuous process of adaptation may be seen as one of the prevailing tendencies among training agencies.

In their working methods, the tendency is evidenced by:

- the continuous survey of the working world and the jobs market, both systematic and non-systematic;
- measures associated with the training of trainers, designed to keep them in constant touch with technical and technological developments;
- sophisticated working and teaching methods that make increasing use of alternance systems and cooperation with other agencies; a further incentive for that cooperation has been the difficulty of adapting specific infrastructure to the new techniques and working methods.

In Belgium, there are two main focal points around which new technology is being developed: informatics in the service of management and production; and energy saving, or the search for and use of alternative sources of energy.

a) Informatics (1)

It is becoming apparent that people working at every level need to adapt to changes in this field, from the trained specialist who needs help in acquiring new techniques to the untrained person who has to learn how to use a terminal for the first time and handle the computer as an everyday tool in his working life on a par with the calculator or the telephone.

This adaptation is needed in both management and production fields. No category is unaffected by the need to adapt: the office worker, engineer, production worker, self-employed worker and farmer must all be made aware of the changes and they all need advice.

Let us briefly mention a few examples of the courses being offered:

I.F.F.P. and I.V.V.M. - different aspects of the introduction of informatics, i.e. hardware and its use, applied management, stock management and new equipment and production tools. The modules devoted to informatics tend to be directed towards the needs of small and medium-sized undertakings. The two agencies try to make the self-employed aware of the arrival of the computer and train advisers to help them in using this new technique.

---

(1) Illustrated by the data sheets on "activation of computer techniques" (I.V.V.M.), "Saturday computing courses" (O.N.E.M. and R.V.A.), "introduction to the use of small office computers" (Education Ministry, Social Advancement) and "computer section manager training" (O.N.E.M.) (fiches 4, 1, 16 and 17).

Education Ministry: introduction to informatics and the use of small office computers; advanced training in such subjects as numerical analysis. Hardware training modules are aimed at graduates (engineers and mathematicians), whereas software modules are designed more specifically for people with secondary education.

Ministry of Agriculture: the use of informatics not only in management and accounting but also in allocating daily rations for cattle.

O.N.E.M.: courses in computer section management and the use of numerically controlled machines; Saturday courses (full day) in computing.

b) Energy saving and alternative sources of energy (1)

Here again, the aim is to keep abreast of technological change, sometimes taking old techniques that had been abandoned because they were inefficient and putting them to more profitable use (biogas technology, heat pumps and solar energy).

c) The training of trainers in new techniques and technologies (2)

This is vital and in line with changes in the working world. Here again, the need is to move fast. The greatest obstacle is also the acquisition of adequate infrastructure.

d) Other new technologies (3)

The process of adapting to new technology is of course not confined to informatics and alternative sources of energy or energy saving. Schemes exist in the fields of food technology (pressure and steam cooking), electricity (digital techniques), plant health pharmacy and technology, livestock keeping, etc.

All these schemes involve adapting to new techniques and technology to some extent, but they also add to the specialization and diversity of skills so vital to all categories of the work force, helping them to stay in or return to a labour market in a constant process of rapid change.

---

(1) (2) (3) These trends are illustrated respectively by the innovation data sheets on "biogas technology" (Ministry of Agriculture) (1), "technical retraining of instructors for industry" (R.V.A.) (2) and "hydraulic engineering" (R.V.A.) (3) - fiches 6, 9 and 5.

2.2.2 Training initiatives, particularly those within companies, to respond to the threat of unemployment.

- In general, people enjoy little job security at present, particularly those who fail to take advantage of further training or retraining. It would have been interesting to take a closer look at certain in-company ventures, but unfortunately - as has been pointed out - the Belgian group has no specific data on the subject; the information supplied by the agencies listed at the beginning of this report will have to suffice.

Some of the Belgian institutions working in the field of adult education are particularly concerned with improving the performance of workers in their current occupations and helping them cope with the problems they encounter. These are mainly the Institutes for the Further Education of Small Businessmen and Traders and the agricultural organizations. It should be borne in mind, however, that they cater basically for the self-employed or small craftsmen, whereas other institutions tend to serve the unemployed and those in paid employment. Even so, no agency is exclusive or has a monopoly; it is merely that each one has its own priorities.

The first tendency is to make people more versatile in their skills. This polyvalence is not just in purely technical knowledge and expertise but also in the skills needed in the socio-economic environment in which they work. For example, growing emphasis is being placed on management concepts in agricultural and craft courses. What is the use of being a good technician if one lacks the administrative ability needed in running and expanding a business or farm?

The second tendency, directly linked with the first, is the concern to keep abreast of change in training programmes. The training agencies look on the learning of new technologies as one way to combat and prevent unemployment. We should mention the schemes discussed in 2.2.1 relating to the subjects of informatics, energy saving and alternative sources of energy. For example, efforts have been made in the field of training for Diesel and LPG mechanics.

One important way of preventing unemployment is greater competitiveness, achieved not by more versatility or learning new technologies but simply by adopting new working methods. There is an abundance of instances in agriculture, such as the drying of fodder for silage or biogas technology.

The same trend as in the training of the self-employed, one in which the aim is to help overcome the fear of unemployment, is evidenced in the system of capitalizable units used in social advancement education.

Another tendency is by no means new but is growing: adult education is seen as a lifelong process. People involved in the economy should be made aware of their true abilities and shortcomings and therefore their training and retraining needs.

Creativity in efforts to combat and prevent unemployment is again displayed in two other tendencies: the use of specific training methods and cooperation among training agencies.

It is obvious that rapid adaptation to developments of, say, a technological nature, will be facilitated by days set aside for contact, ad hoc seminars and the pooling of written information.

For trainees who have little or no experience of life in the workplace, extensive use is made of alternance training, "vocational profiles" and any other means whereby a better grasp of reality can be acquired through familiarity with practical cases.

There is growing collaboration among agencies in the exchange of information and programmes and in the sharing of infrastructure, as in the information field where O.N.E.M., for example, is working with manufacturers and teaching establishments.

"Solidarity among the trained" is another tendency that deserves mention. It is more common in agricultural organizations (group accounting exercises, locum services).

82

2.2.3 Training initiatives, to assist the unemployed, particularly the long-term unemployed.

Some of the training agencies that have contributed to this report cater more specifically for the unemployed, the main such agency being the Office National de l'Emploi. This does not mean that the other institutions do not offer help; there are trends among them specifically associated with this target group; nor does O.N.E.M. cater solely for jobseekers, as pointed out. It also arranges many activities for those in employment (see previous section).

Target groups

The first tendency is universal: to specify and differentiate between training schemes depending on the populations at which they are aimed. Among these populations is the constantly growing group of "the unemployed". Within this group, various sub-groups have been identified and specific schemes launched for each.

a) The first sub-group consists of people who can be aided within a relatively short period

There are many people who have been out of work for varying lengths of time but who do not need very lengthy or exhaustive further training to make them competitive on the jobs market again. They may have a fair measure of work experience or a reasonably high standard of education and sometimes need no more than a little extra training in a specific field to become viable again.

In many cases, all that is needed is to fill a gap (a language, an additional or alternative technique, computing) to give them a better chance of success on the labour market.

The complementary aspect of training is well catered for by "training modules" (sometimes called "cumulative units").

b) For the longer-term unemployed, obviously a longer-term strategy and sometimes more substantial resources are called for.

In many cases, the mere fact that someone no longer has the job in which he used to excel is enough to cause a loss of skills. Even so, his unemployment is not always due to this partial deskilling; there may be other factors at work. More than ever before, efforts are being made to monitor the knowledge and abilities of the unemployed through searching investigations.

O.N.E.M. - the institution most concerned with this problem, as we have pointed out - has long made use of such preliminary investigation, the aim of which is fourfold:

1. to give the job placement agencies the information they need in matching the jobs available with those in search of work;
2. to help the placement and training agencies determine whether the applicant needs further training if he is to continue to be registered for the type of work for which he has applied;
3. to enable trainers to draw up a training programme;
4. last but not least, to give the jobseeker an accurate idea of his true abilities.

It goes without saying that there is increasing justification for the principle of individualization. Even though the aims of potential trainees often converge, their profiles may differ.

c) In some retraining schemes, collective solutions are offered, especially when a group of workers is made redundant by the closure of a company. Collective schemes are more common in the Walloon part of the country, where various experiments have been conducted along these lines ("employment cells" - see fiche 19 on O.N.E.M.'s "training and retraining on Glaverbal insulation/renovation techniques").

d) Unemployed women are a specific target group. There have been recent attempts to make employers and the work force realise that women can work in manual trades that have traditionally been a male preserve. It seems that certain taboos have been overcome. For example, training agreements have been reached with small and medium-sized undertakings (I.F.F.P. and I.V.V.M.). There is also an effort to stop classifying training courses by the sex of trainees.

e) People with lower-than-average school education or occupational expertise have also been the focus of efforts over the past few years. In the French-speaking part of the country, the vocational training department of O.N.E.M. has developed "remedial modules" for service sector workers. The courses, designed for people with an aptitude for learning, cover both basic education and the performance of subordinate working tasks.

f) Finally (and one is tempted to add "inevitably") there are the

young unemployed

for whom schemes have been devised since the mid-1970s, when O.N.E.M. set up observation and guidance centres to direct young people towards the most suitable type of work, whether or not that entailed preliminary training.

A new trend is emerging, as demonstrated by the efforts to tackle one of the urgent problems faced by this group, the absence of employment and training datum points. Young people differ from their elders in that they are not motivated to train by an awareness of their technical and vocational shortcomings. They have no past history of work to which they can refer.

Since they also tend to know little about the jobs market, even less about what working life is really like, modules introducing them to the world of work are by no means superfluous. The introduction is effected in various ways: by vocational profiles (I.V.V.M.), in-company training opportunities (Ministry of Agriculture, O.N.E.M.), simulation and alternance training.

The addition of training modules outside the purely technical field.

The term "vocational training" and even more the term "accelerated vocational training" have always coincided in Belgium with the concept of "intensive technical retraining".

This is no longer adequate today. There has been a marked evolution on the jobs market. Employers now base their recruitment decisions not only on technical skills but on factors such as general education, personality and attitude.

The agencies have not found it easy to incorporate training in such aspects into their programmes, for this development calls for special methods and facilities to determine and satisfy the needs and to set up suitable training for the trainers. Furthermore, such action cannot be kept separate but should be integrated into the training process.

For the time being, efforts are being concentrated on the one subject that can be dissociated from the rest of training: how to apply for a job and conduct oneself during a job interview. Many people who can boast of quite considerable working experience apparently lack such techniques.

In adult education, this type of module requires specific, thorough preparation.

Cooperation and publicity

Despite the crisis and the volume of unemployment, a relatively large number of vacancies remains unfilled and turnover on the labour market is still high.

For this reason, certain agencies are embarking on schemes to promote the placement of their trainees, either in the media or by contacting employers. Arrangements have been made for "employer/job applicant open days" (by O.N.E.M., for example, as part of its business management courses).

Another way of promoting the transition from training to employment is the type of cooperation through which new courses have been brought into being, i.e.

training of receptionists, as a result of cooperation between R.V.A. and I.V.V.M.

Saturday computing course, in cooperation with higher education establishments, etc.

Employers should not be excluded from these types of cooperation. Part of O.N.E.M.'s training in small business management, for example, takes place within companies.

Finally, there is a more academic form of cooperation: in January 1982, a colloquium was held on the subject of "active teaching methods in adult education", attended by the staff of training institutions and representatives of employers and the work force.

2.3 Innovatory trends associated with supplementary themes, arising in the Belgian situation

Looking at the trends that are not related to the priorities defined by CEDEFOP, we feel it would be of interest to list a few of a more socio-occupational nature and those linked with teaching methods and resources. We should also like to set out a few considerations on the training of trainers.

2.3.1 **Socio-occupational schemes**

Such schemes have arisen as a result of the economic crisis in Belgium and the steps taken by the authorities and training institutions to prevent and counteract unemployment. They are also associated with the concern for polyvalence and competitiveness already discussed.

In this context, we could mention the exercise in group accounting and the locum services developed by agricultural organizations, as well as the reception, observation and guidance centres set up by O.N.E.M.'s vocational training department.

2.3.2 Teaching resources and methods (1)

Of growing importance here are audio visual media, simulation (in some cases computer-aided), vocational profiles and thematic teaching.

Training agencies are also trying to apply general teaching principles (learning through doing, integration, etc.) on a wider scale in their curriculum planning.

Various projects have been developed with a view to improving teaching. O.N.E.M.'s vocational training department, for instance, has set up three projects relating to:

a) skill retention during unemployment

b) decision-making within a training process to pave the way for decision-making in working life

c) the development of audio visual media and their dissemination via community TV and cable television.

---

(1) This tendency is illustrated by fiche 7, ("theme-based learning") (I.V.V M.), and fiche 8, "programme development"

2.3.3 The training of trainers

It is the general view of the agencies who have cooperated on this report that all too often the stress is on teaching instructors the technical subjects they will be imparting rather than educational techniques and teaching methods.

We have noted the following trends:

a) The basic modular training cycles for trainers include instruction in:

educational psychology (breaking down the act of teaching and seeing that act in relation to the overall educational process; the psychology of learning);

methodology (type of teaching activities, the interdisciplinary approach and individualization); and

evaluation (continuous assessment, design of teaching tools, performance testing).

Besides covering these three major themes, the course includes modules on:

- educational objectives
- audio visual media
- autoscopy
- training in group leadership and techniques

b) Teachers are developing continuous training schemes.

c) Training agencies without their own teacher training department are planning their basic and advanced training cycles and modules in conjunction with university institutes of teaching science and a Ministry of Education continuous training centre.

d) Training methods are essentially active; trainees work in realistic settings, and theoretical learning is backed up by appropriate practical exercises.

e) There is a tendency to train trainers "on the job", in the training centres themselves, as part of various projects.

In the training of foremen who will be instructing apprentices, the emphasis is on the fundamental concept of facilitating not only the acquisition of psychomotor skills but also the learning of social skills and the ability to communicate and explain.

g) Internally distributed information is being compiled in the form of educational information sheets; diagrams and booklets are being produced and disseminated as supporting material for the application of a general or specific training method; the assessment criteria used in final testing are being documented.

h) The transmission of expertise is being improved by helping instructors to visualize more clearly the dynamics of building up knowledge and to create or use teaching aids to stimulate this process.

i) The focus is now on the trainer himself and his social relationships. He is instructed in the techniques of group leadership and in personal development, the general aim being to create a parallel between the development of trainer and trainees.

j) New models of training programme management are being established, in particular by the introduction of self-assessment and participation in the management of training objectives, the implication being that the trainer's leadership potential will be strengthened.

List of fiches

1. Flemish community

1.	Saturday courses in computer studies	(R.V.A. - O.N.E.M.)
2.	Cumulative units	(Nationale Opvoeding)
3.	Training for receptionists	(I.V.V.M. + R.V.A.)
4.	The activation of computer techniques in small business	(I.V.V.M.)
5.	Hydraulic engineering	(R.V.A.)
6.	Course in alternative sources of energy (biogas)	(Landbouw)
7.	New trends in (theme-based learning)	(I.V.V.M.)
8.	Programme development	(R.V.A.)
9.	Technical retraining in the secondary sector	(R.V.A.)

2. French community

11.	Vocational training in sheep- and goat-keeping sector	(Min. Agriculture)
12.	Group analysis of computer-based farm accounting	(Min. Agriculture)
13.	Plant health pharmacy	(Min. Agriculture)
14.	English language courses for nurses	(Social Advancement)
15.	"Numerical analysis" training module	(Social Advancement)
16.	Introduction to use of small office computers	(Social Advancement)
17.	Training of computing section managers	(O.N.E.M.)
18.	Training in small business management	(O.N.E.M.)
19.	Training and retraining in Gaverbel insulation/renovation techniques	(O.N.E.M.)
20.	Creation of national trades and professions boards	(O.N.E.M.)

NAMES AND ADDRESSES OF CONTACTS

Monsieur DEBATY
Office National de l'Emploi (O.N.E.M.)
Boulevard de l'Empereur, 5
1000 BRUSSELS

De heer DUTRE
Ministerie van Nationale Opvoeding
Emile Verhaerenstraat, 575
9219 GENTBRUGGE

Monsieur CORNET
Ministère de l'Agriculture et de l'Horticulture
Rue de Stassart, 36
1050 BRUSSELS

De heer GABRIEL
Ministerie van Landbouw
Stassartstraat, 36
1050 BRUSSELS

Madame GENDARME
Office National de l'Emploi (O.N.E.M.)
Boulevard de l'Empereur, 5
1000 BRUSSELS
(member of technical group since 1985)

De heer LEYMAN
Rijksdienst voor Arbeidsvoorziening (R.V.A.)
Leozersmaan, 5
1000 BRUSSELS
(member of technical group)

Monsieur KENNES
Ministère de l'Education Nationale
Rue de la Charité 28
1040 BRUSSELS

De heer SABLON
Administrateur-generaal,
Instituut voor Voortdurende Vorming van de Middenstand (I.V.V.M.)
Jozef II straat, 30
1000 BRUSSELS

Monsieur SMOOS
Office National de l'Emploi (O.N.E.M.)
Boulevard de l'Empereur, 5
1000 BRUSSELS
(member of technical group since end 1986)

De heer VANDERHEYDEN
Institut Francophone de Formation Permanente des Classes Moyennes
Rue Marie-Thérèse 5
1040 BRUSSELS

De heer VAN OOST
Rijksdienst voor Arbeidsvoorziening (R.V.A.)
Keizerslaan, 5
1000 BRUSSELS

SEL State Institution
for Teacher Training

Inger Bruun
Else Koefoed

Copenhagen, September 1982

DK

CONTENTS

Page

1. Introduction 102
    1.1. Project description 102
    1.2. Training structures for adults in Denmark 106
        1.2.1. Courses organized by the Ministry of Education.... 106
        1.2.2. Courses organized by the Ministry of Labour....... 108
        1.2.3. Courses under the auspices of the SVUA............ 111
        1.2.4. Trade union courses 112
        1.2.5. Company courses.................................... 113

2. Trends in vocational training for adults 114
    2.1. General observations 115
    2.2. Developments in the three primary sectors 116
        2.2.1. Initiatives in relation to technoligical development 118
        2.2.2. Initiatives in relation to impending redundancy... 120
        2.2.3. Initiatives in relation to long term unemployment 122

3. Conclusions ....

Annexes

Annex 1. Selected innovations 133
Annex 2. Bibliography 134
Annex 3. Members of the reference group 135
Annex 4. Adult education statistics 136

1. INTRODUCTION

This report forms part of a European project on innovations in vocational training for adults co-ordinated by CEDEFOP (European Centre for the Development of Vocational Training). The project is an extension of the project on the same topic concluded in 1979, which gave rise to an extensive catalogue of specific innovations in the various countries.

1.1. Project description

Objective

The purpose of the project is to promote the exchange of information on innovations in vocational training for adults between the Member States of the European Community.

Vocational training for adults

For the purpose of this project the definition of adult education and training is that adopted in co-operation between the Scandinavian countries:

> 'Adult education and training is specifically designed for people who have not followed a course of education or training for some time.'

This therefore excludes ordinary further training courses following immediately after school, whether at an elementary or advanced level, e.g. civil engineering courses which require matriculation.

However, it does include measures to combat youth unemployment.

Method

The work is carried out in each country by a technical secretariat. In Denmark, this task is undertaken by the State Institution for Teacher Training (Statens erhvervspædagogiske læreruddannelse: SEL).

A reference group (see Annex 3) representing the Ministries of Labour and Education and the social partners also contributed information and contacts and helped in the selection of projects and commented on the report.

A contact network was set up along the lines set out in figure 1.1. Contact was first established with people who work at a higher level in connection with adult education, and these functioned as 'nodes'. From here, contact was made with people directly involved in specific innovations - 'primary contacts'.

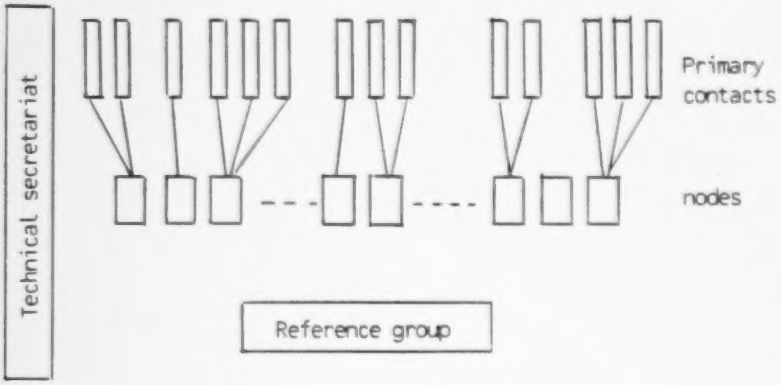

Figure 1.1. Structure of the contact group. The members of the reference group have links with certain nodes. The nodes have links with one or more primary contacts. The technical secretariat plays a co-ordinating role.

About thirty people are involved in our network at nodal level. In certain cases we chose to proceed with project descriptions at this level, i.e. description of the overall scheme rather than individual aspects of the project.

In other cases specific examples of projects are given within a certain scheme. This method is followed, for example, when a thorough evaluation programme is linked with an individual project.

The collection of information in Denmark was based on discussions, study of reports received and participation in a research seminar on adult education in May 1982 organized by the Committee for Education and Training Research.

On the basis of this information, the technical secretariat completed questionnaires according to a common format agreed at European level.

In each individual case, the questionnaire is checked with a person involved in the innovation concerned and supplementary information is added where necessary.

The reason for choosing this procedure, rather than allowing people working directly with innovations to complete the form themselves, was that in the introductory study we found that in this way we got a more complete description of innovations and it was easier to produce a more uniform and readable text.

In selecting innovations, account has been taken of priorities fixed at European level. That is to say, projects should primarily be relevant to the following problems:

- technological development;
- impending redundancy;
- long term unemployment.

Furthermore, we are principally concerned with initiatives outside the normal framework of education and training and the emphasis is on vocational training projects.

CEDEFOP has expressly stipulated that the number of projects described should be limited to 10-20, depending on the size of the country. The selection has aimed to ensure that a representative picture is given of current trends in Denmark. In this connection, a greater number of the projects chosen concern unemployment rather than technological development.

However, the technical secretariat holds information on many more activities than the few projects selected, and this information will naturally be made available to anyone interested.

The product of the project

The project gives rise to the following for each country:

- a report;
- a collection of questionnaires describing selected innovations;
- an extensive range of background material on innovations held by the technical secretariat.

(CEDEFOP is handling the translation of questionnaires and will prepare a comprehensive report at European level).

Transmission of results

We note that the forerunner of this project, the 1979 catalogue of innovations, has only received limited attention in Denmark.

A number of copies were distributed by CEDEFOP, but there was no active spreading of information.

For this reason, we have given early consideration to the transmission of the results of the present project.

From the autumn of 1982 for one year the SEL will set up an experimental information service which will also cover the results of this project.

The information service, which will be at the disposal of Danish vocational training staff and others with an interest in vocational training issues, has been made possible by financial support from the 'project group scheme' administered by the further education and training directorate of the Ministry of Education. The project group scheme is also one of the Danish innovations examined in this study).

The network of contacts established in the working phase of the present project will be involved as an important component in the dissemination phase.

1.2. Training structures for adults in Denmark

Adult education in Denmark is administered by a number of bodies. Some aspects are under the responsibility of the Ministry of Education, some under the responsibility of the Ministry of Labour, and certain training activities fall within the ambit of both ministries, in particular a number of schemes set up to combat unemployment. In Denmark, public sector vocational training is run by advisory bodies on a tripartite basis with the participation of employers' and trade union representatives as well as representatives from the ministries.

In addition, there are courses run by employers' and trade union organizations and those run by individual firms.

A characteristic feature of adult education and training is that it is decentralized as regards initiatives and administration as well as financing. This explains the lack of reliable statistics. An imcomplete and somewhat outdated survey of the extent of different types of adult education and training is given in Annex 4.

The situation is different for the Ministry of Labour's labour market courses. In this sector there are annual reports giving precise details as shown in Section 1.2.2., figure 1.2.

1.2.1. Courses organized by the Ministry of Education

The Ministry of Education is responsible for various categories of adult education which may be grouped as follows:

- leisure time courses;
- special subject courses for adults;
- short duration continuing education and training.

Danish legislation on leisure time instruction offers extensive opportunities for local initiatives, many of which are of a vocational nature as is indicated in Chapter 2. The legal basis is Statute No. 383 of 14 July 1975.

There are no limitations as to who may launch leisure time instruction initiatives, and there are three main categories: educational associations, other private bodies and local authorities. 'Other private bodies' may include, for example, church organizations, women's groups, music clubs, sports associations and private firms.

The state and local authorities each provide 3/8 of the expenditure incurred for teachers' salaries and fees, the remainder is paid by the participants, although the local authority may exempt certain groups from all or part of course fees, e.g. pensioners and the unemployed.

There are four types of leisure time instruction:

- *evening classes* with teaching;
- *study circles* run by participants covering humanities, social or natural sciences;
- *interest groups* for practical and musical subjects;
- *evening college* where there are lectures in humanities, social or natural sciences.

It is a feature of all initiatives under the leisure time study scheme that there are no final examinations or tests.

Special subject courses for adults originally came under the leisure time study scheme, but are now covered by a separate Act of Parliament (No. 305 of 8 July 1977) on examination courses for adults.

The special subject scheme was introduced to overcome the educational gap between relatively well educated young people and the large number of adults who left school after only seven years of compulsory education.

The scheme enables adults to work in one subject or a limited number of subjects included today in the school-leaving examination, either at elementary level or for the higher preparatory examination (Hójere Forberedelseseksamen: HF), an examination which, with a sufficient range of subjects, gives access to further education on a par with the matriculation certificate (Studentereksamen).

The course may last a number of years and consequently can be combined with a gainful activity or work in the home.

Special subject courses are held in all parts of the country, and an effort is made to ensure that they are distributed so as to be within easy travelling distance.

Short duration continuing education and training are in fact part of the statutory educational system and courses last for up to three years based on matriculation or the higher preparatory examination. However, short duration courses are also found in adult education per se, which is why they are mentioned here, since prior basic vocational training also grants access.

1.2.2. Courses organized by the Ministry of Labour

Courses organized by the Ministry of Labour, so-called labour market courses, come within the following categories:

- courses for semi-skilled workers;
- further training courses for skilled workers;
- retraining;

- preparatory vocational courses for young people (EIFU);
- preparatory vocational courses for the long term unemployed (EIFL).

Figure 1.2. shows the scope of the different categories. There is a striking increase in recent years for all categories except retraining.

The reason retraining courses do not follow the same development as the other types of course is that retraining courses are established as an ad hoc activity where no ordinary courses can meet a particular need. However, there is now a wide range on offer and in most cases this is sufficient.

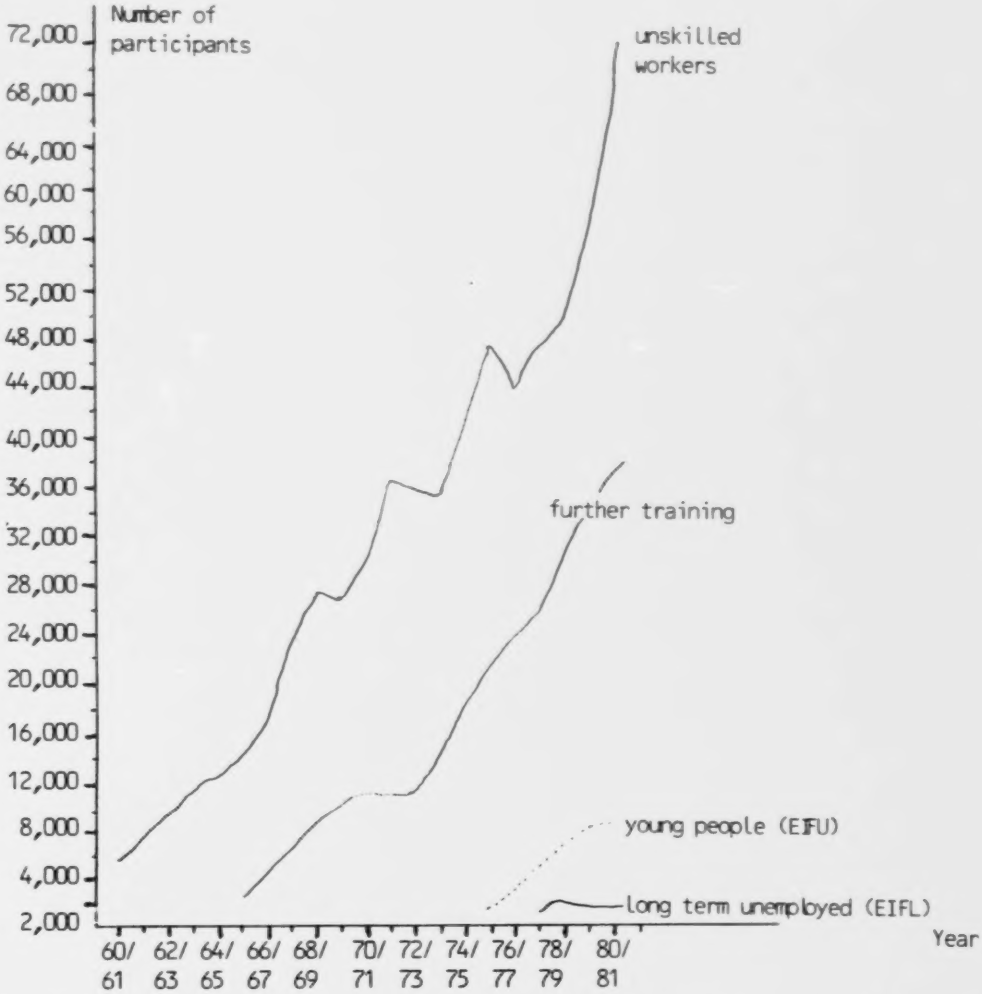

Figure 1.2. The number of participants starting training in the various categories of labour market course up 1980. (Arbejedsmarkedsuddannelserne Statistik 1980, p.21)

Courses for semi-skilled workers are based on the Act of 18 May 1960 on vocational training for semi-skilled workers and retraining, as subsequently amended. The numbers swelled in the 1970's with rising unemployment. Training consists of a number of graduated courses usually lasting 2-6 weeks.

The courses are open to anyone over 18 employed in the occupational sector concerned or seeking employment in that sector. During the course participants are entitled to compensation for loss of earnings or possible recruitment; up to 125% of the highest daily benefit in the state-approved unemployment scheme to which they contribute or may have contributed.

The compensation and 85% of the course costs are paid by the state, the remaining operational expenditure is defrayed locally and by labour market organizations.

Further training courses for skilled workers are covered by a circular of 1965. Courses are open to all skilled workers over 18 who are employed or seeking employment in the occupational sector relevant to the course and who have the necessary qualifications. The same financial conditions apply as for courses for unskilled workers.

There is a constant renewal of the courses offered to take account of technological developments. New courses are prepared continuously in co-operation with institutions that have expertise in the relevant sector. Generally, this means one of the two technological institutes in Denmark[1] or the Danish Technological University. New courses are often run experimentally at the institution concerned before being taken over by technical and commercial colleges.

The retraining scheme is based on the abovementioned

---

[1] The two technological institutes, situation in Høje Taastrup outside Copenhagen and in Aarhus, are semi-public institutions which deal with development work, including the preparation of courses, in a wide range of technological fields.

Act of 18 May 1960 and on the Circular on the Promotion of Retraining of 7 October 1969 and Notice No. 190 of 29 April 1971 on Access to Retraining and Conditions for Participants. The activities concerned are aimed at current production rather than the more general type of training outlined above.

The financial conditions for participants are the same as for the preceding activities, but all costs are borne by the state.

Preparatory vocational courses for young unemployed people (EIFU) have their legal basis in the Act on Vocational Training for semi-skilled Workers, No. 271 of 2 June 1971. EIFU courses are aimed at young people between 15 and 24 and with an average duration of 12 weeks give an introduction to a particular occupational branch. The purpose of these courses is to give young people some orientation in their choice of training or occupation.

Preparatory vocational courses for the long term unemployed (EIFL) take their legal basis from the employment plan of September 1977. They are open to all unemployed persons over 18 who prior to their application have been registered with the Danish Labour Exchange. The courses are composed of introductory modules, selected according to local employment needs, together with general interdisciplinary modules. The courses aim to provide an impetus and give a broad base of occupational training.

1.2.3. Courses under the auspices of the SVUA

Increasing unemployment in recent years, especially amongst young people, has led to the establishment of a Secretariat for Educational Measures to Combat Unemployment (Sekretariat Vedrørende Uddannelsesmæssige Foranstaltninger mod Arbejdsløsheden: SVUA) under the responsibility of the Ministry of Education in cooperation with the employment secretariat of the Ministry of Labour.

The SVUA administers amounts made available in the budget and at present a considerable number of activities are arranged by the SVUA:

- projects combining training and production (KUP);
- assessment of projects in connection with the youth guarantee scheme;
- activities for particularly vulnerable groups.

1.2.4. Trade union courses

As mentioned above, the trade unions participate through their representatives in the administration of public adult education. Trade union members are offered an extensive system of courses (Fagbevægelsens Interne Uddannelser: FIU).

The purpose of FIU courses is to provide an effective opportunity for personal development and improved qualifications, particularly for those involved in the organizational and social activities of the trade union movement.

The FIU system was founded in 1973 and is based on an employer-financed training fund introduced as a result of collective bargaining in 1973 and which requires all employers in the Federation of Danish Employers (DA) and a number of others to pay a given number of øre per hour worked in the undertaking concerned.

FIU courses are structured around a common basic course, a number of general subjects and four branches of further training:

- organization;
- members of co-operation committees and company boards;

- shop stewards;
- safety representatives.

More general training activities are organized by the Danish Workers' Educational Association (Arbejedernes Oplysningsforbund: AOF). These courses come under the legislation on leisure time study.

1.2.5. Courses organized by employers

In Denmark, adult education courses financed by firms or the Federation of Employers are not so widespread as in many other countries. It should be noted, however, that the social partners exert considerable influence on state vocational training activities.

It is also due to the structure of Danish industry which is mainly composed of small firms.

Job training as such is often carried out within the undertaking. Furthermore, the employers and the industrial organizations run courses aimed at promoting co-operation between management and employees in firms.

Courses organized by employers are essentially directed at those employees who already have a sound educational background rather than disadvantaged groups.

2. TRENDS IN VOCATIONAL TRAINING FOR ADULTS

Research and development in the field of adult education in Denmark has been given relatively low priority in comparison with other sectors of education.

The OECD expert group which analysed the Danish educational system in 1977-78 levelled its strongest criticism at adult education in Denmark[1]. The OECD group primarily objected to the sharp divide between leisure time study and regular vocational and qualifying education and training for adults.

In recent years a number of initiatives have been taken to develop this sector which was previously neglected. In 1982, for example, a separate directorate was set up within the Ministry of Education to deal with adult education. Formerly, adult education and compulsory school education were covered by a single directorate.

It is possible that a paid educational leave scheme (Betalt Frihed til Uddannelse: BFU) will shortly be introduced in Denmark. This demand - in accordance with the 1973 ILO Convention - has been made by the Danish trade union movement since the mid-seventies.

Only very recently has it proved possible to create the necessary political basis for the introduction of BFU, and the reason for growing acceptance of the idea lies in technological development and constantly rising unemployment with the concomitant need for retraining a large part of the active population[2].

It should not be overlooked that a provision of this nature will make it possible to 'conserve' some of the unemployed.

---

[1] Reviews of national policies for education, Denmark. Paris, OECD, 1980.

[2] In September 1982 a centre-right government took office in Denmark, and this has considerably reduced the likelihood of the rapid introduction of BFU.

Following an idea from Sweden, where paid educational leave has been current since 1974, there is talk in Denmark of introducing a system whereby the unemployed would act as replacements for people sent on courses.

The concept of BFU now impinges directly on developments in the adult education sector, and public financing and interest have increased markedly. However, there is some scepticism about the real significance of formally introducing a paid educational leave scheme.

2.1. General observations

A Danish green paper on the future of the educational system, 'U 90', deals with the concept of the individual's 'quadruple life': working life, family life, leisure and citizenship. This compartmentalization is a fact of life today and gives rise to social alienation in the individual which could well be counteracted by adult education.

In relation to the 'quadruple life', fundamental research in adult education today concentrates on the four requirements underlying the Danish adult's choice of course:

- the need to improve and renew occupational skills;
- the need for deeper self-knowledge and awareness;
- the need for creative and recreational development;
- the need to play a political role in society.

There is a very wide range of courses available to adults in Denmark today, and increasingly they are turning into consumer goods on a par with other commodities in what may be described as an educational supermarket.

The large majority of courses can be clearly defined as falling within only one of the four categories above, which tends to contribute to further fragmentation and alienation. For example, a course designed to teach a new technical subject may only deal with the technical aspects without taking into account the social context.

This is the main problem being tackled by research workers in adult education today: To what extent can changes in course structure, content and organization enable adult education to counteract the divisive effects of separate fulfilment of individual needs?

This problem concerns adult education in its entirity and has been tackled in a number of recent experimental projects that have been financed from public funds, particularly in those sectors given priority in the present study, as described below.

2.2. Developments in the three primary sectors

In accordance with the priorities laid down by CEDEFOP, this study examines those sectors in adult education where initiatives have been taken in response to:

- technological development;
- impending redundancy;
- long term unemployment.

In 1981/1982 a crisis and unemployment programme is being carried out with funds from the Ministries of Labour and Education, and which covers these three priority areas. A report on the overall research programme was prepared in December 1981.

The crisis and unemployment research programme consists of 28 individual research projects. In 1981/1982 about 50 people will be working on these projects, and the total cost of the programme will amount to approximately 13.5 million DKR.

This programme represents a new direction in Danish social research in that a principal research topic is being tackled by the co-ordinated implementation of a series of individual projects, for which individual research workers are scientifically responsible. The results will be collated and distributed in the form of co-ordinated reports and articles.

There is increasing public concern now that the 1970's can no longer be considered as a temporary setback in a longer period of high economic growth. The research programme attempts to tackle some of the issues in the social debate, including the following:

- Is technological development a source of continued prosperity or is it a threat to employment?
- How does the crisis affect employment prospects for various activities, regions and sectors of the working population?
- Is there an increasing tendency to divide workers into two distinct groups, an 'A group' with stable, well-paid jobs and a 'B group' which is poorly paid and constantly threatened with unemployment?
- To what extent is it possible for the state and local authorities to change employment trends nationally and locally?
- What are the psychological and social effects on the individual of the crisis and unemployment?

It will be seen that these are questions which correspond closely to the objectives of the present study, even though the scope of the research programme is broader, since it does not merely deal with the educational aspects of the problem. The results of the programme will be used in the years to come as a basis for the development of educational and training activities.

Some of the detailed projects in the programme deal with the economic crisis and its consequences at a higher, more abstract level. Other projects examine specific training measures, including seven projects for the evaluation of the youth guarantee scheme (see Section 2.2.3).

2.2.1 Initiatives in relation to technological development

The application of new technology has major social, occupational and personal implications. The employment crisis has increased interest in the relationship between technology and society. According to a report of the Social Democratic Party[1], the de-skilling of the labour force as a result of the introduction of new technology is expected to be a major problem for the labour movement in the years to come. However, it should not be forgotten that technological change creates a need for new qualifications amongst a part of the labour force, and examples are given in this section.

The developments in the field of microelectronics will lead to major rationalization and automation which will probably first be felt in the traditional job areas of the clerical and service sector.

It is likely that new technologies will also rapidly have an impact on the metalworking sector, and one of the projects under the research programme described in Section 2.2. deals with this very topic. The project is being carried out at the Danish Technical University and the objective is to pass on information to the trade union movement so that its members are equipped to come to terms with the technology of the eighties. 'Info-packs' are developed for each branch of production technology and are presented to the target group at seminars and discussion meetings.

---

[1] 'A Social Democratic Technology Policy', Social Democratic Party, 1982

A major problem is the training of a large number of data-processing users for the future, both in technical and clerical fields. A study has been carried out at the Copenhagen School of Economics (Handelshøjskolen i København) into eight Danish firms. In each of these there was some training of personnel on the introduction of new technology. Nevertheless, in none of the firms studied was the staff trained sufficiently to be able to evaluate the implications of the new technology for the organization of work.

Data-processing exists as a discipline at various levels, and there are also plans to introduce a large scale refresher course for all vocational trainers, since interdisciplinary co-operation in the training situation requires that everyone should be trained as a user of EDP. Approximately 7000 teachers are involved, evenly distributed between technical colleges and commercial colleges.

The consequences of the new technology for the graphic trades is a matter of concern to the trade union concerned, and, the Danish typesetters' union has begun to develop courses in data-processing in co-operation with the Computer Science Institute of Aarhus University. This work also includes a proposal for requirements from the employers aimed at developing the application of EDP within the graphic trades. (See project 1).

Other aspects of technological development call for training or information. This applies, for example, to the deterioration of the physical and chemical working environment. Here, too, research and development work is under way. Roskilde University Centre (RUC) is working hand in hand with the trade union movement in this sphere. A specific example is the establishment of courses for brewery workers in Copenhagen which include studies on the working environment. An attempt is being made in this connection to build on the basis of the workers' own experience, not only at work but in general, thereby reducing the fragmentation of existence in modern society which has already been mentioned (see project 2).

A factor which is of great significance to the national economy is the current development in the energy sector with offshore production of oil and natural gas in the North Sea and the construction of a nationwide network of natural gas pipelines, which involves the conversion to natural gas from other energy sources of both industry and private households. This has made necessary the development of further training courses even for skilled workers. (See projects 3 and 4).

2.2.2. Initiatives in relation to impending redundancy

The demand of the labour movement for paid educational leave (BFU) must be seen in the context of the present crisis situation as a general opportunity to reduce the threat of unemployment, even though the original plans for BFU were based exclusively on ideas of equality, personal development and social awareness for the individual workers.

The possible introduction of BFU raises a number of problems:

A. Who should administer the courses?
  - Firms are prepared to offer courses, e.g. through an existing training department such as those in the major breweries. The union movement envisages all paid educational leave as coming under the control of the union organizations along the lines of the collective agreement for Italian metalworkers which guarantees 150 hours for training.

B. What qualifications should BFU lead to?
  - This question depends very much on the administrative organization of BFU. The employers would prefer course content to be directly applicable to the working situation, whereas the unions want courses to provide all-round education.

C. How can there be any assurance that work will be made available to an unemployed person when someone with a job is on educational leave?
   - If training courses are very short it is difficult to see how the scheme can ensure the replacement of people attending courses by the unemployed.

D. To what extent should there be remuneration, and who should provide it?
   - There are plans to introduce a scheme corresponding to the wage compensation available under the labour market course system, i.e. up to 125% of benefits. This could be administered by the unemployment insurance bureaus which have some experience in connection with the labour market courses (see Section 1.2). Nevertheless, consideration is also being given to a solution whereby employees would contribute to a special fund in order to guarantee full remuneration during educational leave.

E. How is it possible to ensure that those with least basic education and training take advantage of the scheme?
   - There is a risk that precisely those who are least favoured educationally will feel little motivation to take part in BFU. There are therefore several experiments in progress to stimulate these groups (see project 5).

F. How can courses be designed to be acceptable to adults?
   - Educational research in Denmark until quite recently has concentrated on compulsory schooling. In connection with efforts to reach new target groups through adult education, work is currently being done to change teaching methods radically. An endeavour is being made to develop courses which centre on adults' experience in all walks of life and which offer possibilities for participants to control content.

However, even before the possible introduction of BFU, various initiatives are under way to combat the threat of unemployment by increasing the general level of education. These are principally aimed at the least privileged sections of society. The special subject scheme for adults (see Section 1.2.1.) is the most extensive of these measures, and work is in progress to evaluate these courses (see project 6).

The special subject scheme has aroused considerable enthusiasm amongst the least privileged social groups, but success has been limited owing to the high drop-out rate. The study in progress is attempting to elucidate some of the reasons for this high wastage, and although no findings have yet been published, it is already clear that a fundamental reason is the 'fragmented lifestyle', the lack of co-ordination between the different aspects of the individual's existence. When an adult begins a special subject course there are intense social tensions within the family and amongst friends and possibly colleagues too, which may give rise to severe conflicts of identity. In many cases people give up the course, or even worse, break with the social environment at home.

2.2.3. Initiatives in relation to long term unemployment

Long term unemployment is a problem which has been of great concern to the Danish government and the social partners in recent years. This applies both to youth unemployment and unemployment amongst particularly vulnerable groups on the labour market.

For both these categories of long term unemployed initiatives have been taken by the Secretariat for Measures to Combat Unemployment (SVUA) under the responsibility of the Ministry of Education and also with the general system of labour market courses under the responsibility of the Ministry of Labour in the form of EIFU courses and EIFL courses (see Section 1.2.).

Youth unemployment

The level of unemployment amongst young people in Denmark is one of the highest in Europe. The latest figures ive the following picture: Although in 1981 young people under 25 represented only one fifth of the active population in Denmark, the same group accounted for just one third of the unemployed, and more and more young people have been unemployed for long periods of time. This is the background for the youth guarantee scheme which has been introduced experimentally by the government in two administrative districts: the Aarhus district in Jutland and the Storstróm district in Zealand/Lolland-Falster. (See projects 7 and 8).

In addition, a local initiative was previously taken to start a similar activity in Hobro municipality, Jutland.

There is no precise definition of what is covered by the term 'youth guarantee'. There are, however, three fundamental determining factors for initiatives in Denmark and the OECD countries in general:

- it is widely held that the organization and administration of the initiatives taken up to now left much to be desired, and that extraordinary measures so far have involved too little actual education and training;
- there is a growing number of young people for whom the transition from school to work or even from school to further education is a major problem;
- there is a general feeling that all young people should be guaranteed an opporunity for further education and/or some vocational experience.

Youth guarantee is a concept which is under discussion at OECD level[1], and there is also co-operation between the Scandinavian countries in this sphere.

---

[1] Jórgensen, K.E.: The youth guarantee scheme. Article in 'Uddannelse' 1982, No. 4, pp. 215-223.

The OECD guarantee projects cover four kinds of measure (see figure 2.1.), determined by the content and target group of the measures concerned.

		PEOPLE CONCERNED	
		all young people	special groups
CONTENT	special measures	A	B e.g. employment projects or combined programmes
	preventive measures	C e.g. development of counseling services	D e.g. special vocational guidance initiatives such as EIFU etc.

Fig. 2.1 Categories of activity connected with the youth guarantee system. EIFU stands for 'Erhvervsintroducerende kurser for unge arbejdsledige' (i.e. introductory vocational courses for the young unemployed). Figure from Jørgensen (1962).

Danish measures cover categories B. C. and D. All young elementary school-leavers are offered counselling (C), and those school-leavers who remain unemployed have an opportunity to participate in various special schemes (B and D).

For reasons of limited capacity, the emphasis at present is on phase B. However, the long-term objective is to place as many young people as possible in the ordinary training system, initially through vocational guidance schemes (D).

An effort is being made to develop training opportunities for young women, who make up the bulk of the special groups of young people, and it is also hoped that it will be possible to increase participation by private firms in the scheme.

The whole youth guarantee experiment has undergone evaluation by the state (cf. the seven projects under the SVUA). The first report is due at the end of 1982.

One special measure is the introduction of combined training and production programmes for young people who are unemployed (see project 10). There are plans to extend these programmes to include as a target group those young people out of work who are not motivated to undertake ordinary training.

Immigrants and refugees represent a group of young people who are particularly affected. Denmark does not have a great deal of experience in this field, as immigrants and refugees have up to now been few in number. Given the many second-generation immigrants growing up in the country, the problem will increase in the years ahead - hence there have been experimental induction courses for these young people to attempt to bring them into the ordinary vocational training system. Despite interesting results, these courses have had to cease for lack of funds.

Vulnerable groups

The SVUA does not just deal with the problems of the young. Attention is also paid to other groups on the fringes of the labour market:

- adults, especially women, who have not been in employment for some time;
- immigrants, particularly women, who face major problems;

- educationally deprived adults;
- women seeking employment in areas which are traditionally the preserve of men.

A shared characteristic of these groups is that they all need a broader form of training than that which is offered by ordinary adult education and training (i.e. courses for unskilled workers and leisure time study). In the Storstrøm district there are currently pilot courses for women (see project 11), and on the basis of the results a high school for women will be established for women in their twenties and thirties offering longer courses.

Preparatory vocational courses for the long term unemployed (EIFL) come under the heading of labour market courses (see Section 1.2.2). Within this scheme continuous efforts are made to adapt course content to the needs of both the particpants and the local labour market (see project 12). The courses, which last on average seven weeks, have in fact embraced some of the weaker groups on the labour market, especially women without training. Even though course content is planned in relation to local conditions, it has nevertheless been difficult to satisfy the participants' expectations of employment. This is partly due to the general crisis and partly because there is an increasing trend on the labour market to seek more highly qualified recruits. At present courses aimed at immigrants are being developed. These courses combine language teaching with instruction in practical skills that can be used in Danish society and Danish jobs.

Finally, labour market courses of up to 28 weeks' duration (LAMU) are in preparation (see project 13). The administration and financing are similar to the arrangements for ordinary 2-3 week courses for unskilled workers, but the training is broader and aims to improve the participants' general employment prospects. An assessment of the project is due at the end of 1982.

The highly educated

Nowadays, it is not only the educationally deprived who need intensive further training or retraining because of technological and social change or lack of employment. This applies also to highly educated social groups.

Employment prospects are especially bad for certain specialist groups whose studies are of long duration, e.g. in the humanities, biology and architecture.

Various initiatives are being taken to create new employment opportunities for these groups, preferably in the private sector.

In the universities there are efforts to make the humanities rather more practically oriented. For example, at Odense University 'area studies' give an insight into a geographical region together with its linguistic, cultural and economic aspects, e.g. North African Studies or East European Studies.

A special 'project group scheme' gives private firms (and, in certain cases, state institutions) the possibility - with subsidies from the Ministry of Education corresponding to the highest unemployment benefit - to recruit graduate personnel for work on extraordinary projects for which there would otherwise be no basis (see project 14). Part of this scheme includes an evaluation of the project group scheme itself.

Private companies may also be involved in training programmes for the unemployed with further education. An example of this is a six-month data-processing course with IBM. The course expenses are borne by IBM, whilst the Ministry of Education grants participants the equivalent of the highest unemployment benefit for the duration of the course (see project 15).

At present, teachers, including those involved in vocational training, are a highly educated group requiring the utmost flexibility of job and working methods. As of 1983-84, the number of young people will start to decline, and this demographic trend combined with the need for new fields of technological training and an increase in adult educational activities means that vocational training staff will require extensive retraining and further training themselves.

Such activities fall under the Scandinavian network project on vocational training, and the vocational training college in Skødstrup near Aarhus is carrying out the Danish pilot project (see project 16).

3. CONCLUSIONS

The above outline of a number of current activities gives an impression of the situation in adult education and vocational training today.

What about contemporary thinking in this field?

What has been done so far is hardly going to create a situation of coherent continuing education for the least favoured sections of society, such as that called for in the OECD analysis of the Danish education system. In point of fact, it is the better educated who tend to take advantage of further education and training opportunities. An exception to this is the special subjects scheme which has to a large extent attracted people with a low level of education.

Neither has there been any striking progress in the endeavour to combat the fragmentation of individual existence in modern society.

Neither have these efforts managed to make any impact on increasing unemployment.

New target groups

It must be conceded that attempts at involvement made so far have been insufficient to attract new target groups to adult education, i.e. groups without much prior contact with education. Not even the paid educational leave scheme is likely to prove an adequate incentive.

In order to encompass these target groups, the entire form and content of education and training will need to be revised.

Learning situations

A question which inevitably arises is just how a genuine learning process occurs in adults. That is to say, learning which forms part of lifelong experience. Do adults learn more readily from life than from formalized teaching?

Is there a tangible learning process in the marginal areas of adult education today?

In this context, marginal areas covers the overlap between adult education and political work (grassroots activity in particular), between adult education and personal development therapy, between adult education and creative activity, and last, but not least, between adult education and working life.

If the hypothesis is correct, adult education must be channelled in entirely new directions to counteract the fragmentation of existence and integrate the various 'lives' and needs of each individual. Examples of experiments in this direction may be found in the projects involving brewery workers (see project 2) and 'educational barriers' (see project 5).

In both cases teaching is based on experience and an attempt is made to strengthen the participants' self-confidence by giving them considerable influence over the way the course is run.

Another experiment outside the usual teaching situation is the 'Open University' experiment which will be introduced in Jutland in the autumn of 1983.

Denmark does not have a great deal of experience with tele-teaching, partly due to a strong tradition of leisure time study and the ample opportunities offered under Danish legislation for the subsidized establishment of local courses.

In 1981, the Educational Council for Youth and Adult Education, encouraged by the Ministry of Education, began a study on continuing education in order to shed some light on the problem of adult learning processes.

The main aspects of this work are follows:

- the development of learning at work;
- the development of informal learning in the home environment;
- the development of special subject courses and acknowledgement of real competence, regardless of how this is attained.

The 'March' package

At parliamentary level, priority is being given to the youth unemployment problem.

In early 1982 the Social Democratic minority government introduced the so-called 'March package' in the form of six bills to combat unemployment. This is intended as the first stage in a general youth guarantee scheme.

The six bills in question are largely based on previous experience with the youth guarantee scheme (see Section 2.2.3.) and the work of the SVUA (Secretariat for Educational Measures to Combat Unemployment). This draft legislation comprised:

1. Compulsory schools guidance, as already exists in half the countries education authorities.
2. 10,000 additional apprenticeship and training places in the next few years.
3. Increased capacity in existing courses in the health sector. (This should provide training for about 1000 more young people).
4. A job creation scheme, with the possibility for district and local authorities to create production.
5. Combined employment and training for the long-term unemployed, with more emphasis on training than hitherto.
6. An amendment to the youth unemployment act doubling the minimum amount payable by local authorities in this connection.

The package was received with strong resistance to some points by various parties and for a time it seemed as if the government might fall on this issue. However, on the last day before the summer recess it was passed with a single amendment to the job creation scheme, whereby it was not generally applicable but only valid for young people up to 25 years of age.

A new government

In May 1982, as an extension of the youth guarantee experiment in a few selected districts, the Folketing proposed that in the 1982/83 parliamentary year legislation should be introduced to make the scheme effective nationwide with effect from 1 January 1984.

It is expected that in 1982 the abovementioned measures will improve the training and employment opportunities of young people. Thus in 1982 there should be 23,000 new training places and 12,000 new jobs.

However, in September 1982, the Social Democratic government had to make way for a centre-right coalition government precisely because of the high level of public spending linked with the implementation of these policies. In the autumn of 1982, therefore, there is considerable uncertainty about the way in which unemployment problems will be tackled.

Selected innovations

The following list of selected innovatory projects is numbered in the order in which they appear in the report.

1. GRAFO project.
2. Brewery workers' training.
3. Training in offshore welding (labour market courses).
4. Training in natural gas technology (labour market courses).
5. Educational barriers (AOF Roskilde).
6. Special examination subjects for adults.
7. Youth guarantee in Aarhus district.
8. Youth guarantee in Storstrøm district.
9. Preparatory vocational courses for young people (EIFU courses).
10. Combined training and production programmes.
11. Experiments in adult education under the Secretariat for Educational Measures to Combat Unemployment (SVUA).
12. Preparatory vocational courses for the long-term unemployed (EIFL courses).
13. Long duration labour market courses (LAMU)
14. The project group scheme for the highly qualified
15. Courses for unemployed graduates/IBM data-processing courses.
16. Staff and administrative changes in vocational colleges.

References

Adult education in the Nordic countries. Denmark, Copenhagen. The secretary for Nordic cultural co-operation, 1976.

Almen ungdoms- og voksenundervisning etableret efter Lov om fritidsundervisning m.v. København, Uddannelsesrådet for ungdoms- og voksenundervisning m.v., 1978.

Arbejdsmarkedsuddannelserne. Statistik 1980, direktoratet for arbejdsmarkedsuddannelserne, juni 1981.

Bjørn-Andersen, N.: Work qualifications and educational requirements en route for the information society. Paper given to workshop at CEDEFOP, Berlin 10-11 June, 1982.

Erhvervsrettet voksenundervisning. København, Uddannelsesrådet for ungdoms- og voksenundervisning m.v., 1978.

Jørgensen, K. E.: Ungdomsgarantiordningen. I: Uddannelse. København. 15. årg., nr. 4, 1982, s. 215-223.

Krise- og arbejdsløshedsforskningsprogrammet 1981-82. København, Arbejdsministeriet og Undervisningsministeriet, 1981.

Nyt om uddannelsesforskning. København. 2. årg., nr. 1, 1982.

Rasmussen, W.: Descriptions of the Vocational Training Systems, Denmark. Berlin, CEDEFOP, 1979.

Reviews of national policies for education. Denmark. Paris, OECD, 1980.

Temarapport fra seminar om voksenundervisningen. København, Udvalget vedrørende uddannelsesforskning. (Udkommer senere i 1982).

U 90, Danish Educational Planning and Policy in a Social Context at the End of the 20th Century, Ministry of Education, 1978.

Uddannelsesbarrierer. Bd. 1-3. Roskilde, AOF i Roskilde amt, 1981.

Vuxenutbildning i arbetslivet. København, Nordiska ministerrådet, Sekretariatet för nordiskt kulturellt samarbete, 1979. (Med engelsk resumé).

Annex 3

Members of the reference group

Tove Nyegaard
Direktoratet for
Arbejdsmarkedsuddannelserne
Nørre Voldgade 16
1358 København K.
DENMARK.

Finn Christensen
Direktoratet for erhvervsuddannelserne
Højbro Plads 4
1200 København K.
DENMARK.

Peder Skyum-Nielsen
Dansk Arbejdsgiverforening
Vester Voldgade 113
1503 København. V.
DENMARK.

Christian Aagaard
Landsorganisationen
Rosenørns Alle 12
1970 København. V.
DENMARK.

Annex 4

Danish adult education statistics

The figures below are taken from 'U90', p. 48 and are based on material from the economic statistics accounts of the Danish Ministry of Education and the Danish Statistical Office.

Labour market courses		66,783
Courses for unskilled workers	42,209	
Further training for skilled workers	22,263	
Retraining	325	
Special preparatory vocational courses for young people	1,986	
Vocational training courses		69,692
State controlled examinations	15,628	
State controlled higher examinations	8,526	
State controlled special commercial courses.	35,588	
Other state vocational training	9,950	
Leisure time examination courses		89,752
9th and 10th form elementary level	57,601[1]	
Higher preparatory (HF) special subjects	32,151[1]	
High schools, colleges etc. (independent)		16,431
Folk high schools	9,483	
Agricultural colleges	3,477	
Domestic science colleges	2,095	
Nautical colleges	1,421	
Folk university		28,000[2]
Other leisure time studies		1,103,871
General leisure time instruction	551,598	
Lecture courses	61,863	
Special instruction	34,988	
Vocational courses	13,244	
Youth schools	142,178	
Interest groups for young people	ca.300,000[2]	
Other occupational courses		120,000[1]
Employers' and industrial organizations	10,000[3]	
Employees' organizations	30,000[3]	
Private courses	30,000[3]	

Internal company courses	50,000[3]	
Certain state-run further training activities[4]		18,000[4]

Participation in adult education and training and leisure time study in the 1976/77 academic year. The figures show the number of available places. Since some people participated in several courses, these figures exceed the total number of participants.

---

[1] 1 December 1977

[2] Estimate

[3] Unreliable estimate. The figures do not refer to the 1976/77 academic year in particular.

[4] Estimate. Includes certain further training courses under the Ministry of Social Affairs (child care and welfare, social assistants, etc.), Ministry of Ecclesiastical Affairs (seminaries), Ministry of Culture (librarianship, film schools), Ministry of Finance (civil service college), Ministry of Education (teacher training, etc.), the public services (Danish state Railways, Posts and Telecommunications, Customs and Excise).

Rolf B. Lindner

July 1982

D

Additional CEDEFOP introduction concerning the report on the Federal Republic of Germany

1. The difficulties concerning methods and definitions encountered in preparing this volume, have been outlined in the general CEDEFOP introduction, and in the synthesis report. These problems affected all the Member States, but had a particularly serious impact on the preparation of the report on Germany. No German national group was established.

2. This means that the German report differs from the others in that:

   a) its scope was not as strongly influenced by the results of the meetings at Community level. This is a particular problem because in German there is a distinction between various aspects of training for adults, e.g "Weiterbildung", "Fortbildung" and "Umschulung", which are not directly parallelled in other languages. At the Community level there was a general agreement on what types of activity should be included, and what should be excluded, from the national reports, but this agreement may not be reflected in the German report.

   b) it has been suggested that the material available is neither comprehensive nor representative of the overall situation in Germany, and that it underestimates the range of innovatory activities actually taking place. Clearly such views will to an extent be personal ones or based on the particular institutional framework from which one views the situation.

3. Given the above points, CEDEFOP has considered whether to include the German report in this volume. However, given the

considerable interest of those outside Germany in what is happening in that country, and that the report was also positively evaluated, CEDEFOP decided that on balance it is appropriate to publish this report, underlining that the general points made in the introduction concerning the danger of generalising on the basis of any of the reports, should not be forgotten.

JMA

CONTENTS

Page

1 Scope of the study 144

1.1 Definition and legal framework of continuing education and training in the Federal Republic of Germany 144

1.2 Innovations in continuing education and training 145

1.2.1 Innovations specified by CEDEFOP as areas to be covered by the study 145

1.2.2 Criteria for the selection of innovations in continuing education and training 147

2 The individual stages of the study 148

2.1 Preparations for the selection of examples 148

2.2 Selection of examples 149

2.3 An example of innovative education and training 151

3 Trends in innovations in continuing education and training 153

3.1 Innovations in continuing education and training as a reaction to needs created by the introduction and use of new technologies 153

3.2 Innovations in continuing education and training introduced by firms to prevent redundancies 158

3.3 Innovations in continuing education and training designed to permit the reintegration of the unemployed 161

3.4 Innovations in continuing education and training for teachers and trainers 168

3.5 Summary of the findings of the study 169

4 Annex

4.1 Documentation on the examples of innovations in continuing education and training 172

4.2 Record sheet on innovations in continuing education and training 174

4.3 Editor 176

5 Bibliography 177

1 SCOPE OF THE STUDY

1.1 Definition and legal framework of continuing education and training in the Federal Republic of Germany

Vocational training throughout the country is governed by the Federal Education Act, which distinguishes between initial vocational training, in-service training and retraining. This distinction also applies to the financial assistance provided for vocational training under the Federal Promotion of Training Act. In addition, the Federal Länder have their own, supplementary legislation on vocational training.

"Continuing education and training is defined," according to the 1970 Structural Plan for the Education System, "as the continuation or resumption of organized learning after an initial period of education of varying duration has been completed ..."[1] In form, the term covers any kind of educational or training measure, and in content, such measures vary considerably.

The above-mentioned Structural Plan distinguishes between continuing education and training geared to a gainful activity and adult education in which subjects not related to occupations are taught, a distinction not made by the Joint Federal and Land Commission in its General Education Plan.[2]

---

[1] Deutscher Bildungsrat, Empfehlungen der Bildungskommission, Strukturplan für das Bildungswesen, Stuttgart 1970, p. 197

[2] Bund-Länder-Kommission für Bildungsplanung, Bildungsgesamtplan, 2 vols., Stuttgart 1973.
A number of political demands made in the Structural and General Education Plans have yet to be met.

It is now generally accepted that in content any kind of continuing education or training can be both functional (relating to the theoretical and/or practical aspects of a given subject) and non-functional (generally educational).[1]

1.2 Innovations in continuing education and training

1.2.1 Innovations specified by CEDEFOP as areas to be covered by the study

A study of innovations in continuing education and training in Europe must first consider such innovations generally, although it must be said straight away that, if they are to lead directly or indirectly to substantial improvements and thus to be of interest in the longer term, innovations in continuing education and training must be a response to the economic cirumstances of their environment or counteract unfavourable trends.

In the present economic situation, characterized in all the European Community countries by rising unemployment - with a growing proportion of young people out of work - and by continued technological progress - which may be creating new jobs, but is eliminating more through the rationalization it permits - CEDEFOP regards three areas of continuing education and training as particularly relevant:

- innovations as a reaction to needs created by the introduction and use of new technologies;

---

[1] See also Schweizer, Gerd, Veränderte Qualifikationsanforderungen des ökonomischen Systems in ihrer Relevanz für gesellschaftlich organisierte Bildungsprozesse, Cologne 1979, pp. 3 f., and Mertens, Dieter, Schlüsselqualifikationen, in: Mitteilungen aus der Arbeitsmarkt- und Berufsforschung, 7, 1974.

- innovations introduced by firms to prevent redundancies;

- innovations designed to permit the reintegration of the unemployed,

with particular attention to be paid to schemes which

- provide young people and young adults with continuing education and training opportunities outside the normal school and vocational training system or

- are designed to improve the training of trainers (in-service training of "multipliers").[1]

Continuing education and training in the Federal Republic of Germany which pursues the goal set in the General Education Plan of permitting or sustaining a life-long learning process seeks

- to enhance the structure of qualifications and to help improve productivity and international competitiveness,

- to make good educational opportunities missed in the past,

- to promote individual and collective emancipation.

The demands thus voiced by the Joint Federal and Land Commission for Educational Planning were to be met, for example, by innovative continuing education measures of advantage to both employees and employers in the present economic situation.

---

[1] See CEDEFOP's letter to the project teams of 15 April 1981.

1.2.2 Criteria for the selection of innovations in continuing education and training

For inclusion in a collection of examples of innovations in continuing education and training which meet the above-mentioned requirements and are also of interest for an international comparison, schemes must be considered from the following angles:

- What purpose does the scheme serve, and for what target group is it designed, i.e.

  - does it seek to prevent or eliminate unemployment by aiming at those threatened or affected by unemployment;

  - does it seek to protect jobs by aiming at employees whose work makes increased demands on them as a result of technological innovations;

  - does it enhance the structure of qualifications, and does it contribute to further economic and social development?

- Are the content and the way it is put across suited to the purpose and the target group, i.e.

  - with what functional and non-functional content is it intended that the goal of the scheme should be achieved, and

  - is the content put across to the participants in such a way that the scheme can be regarded as successful for them?

- Are the aim, the target group, the content and the teaching method, individually or as a combination, new to continuing education and training, i.e.

- does the scheme seek to eliminate or alleviate a problem situation that did not previously exist, by reducing the large number of unemployed young foreigners, for example,

  and/or

- is it designed for a target group hitherto neglected by continuing education and training, such as the seriously handicapped long-term unemployed,

  and/or

- does it put the content across in a more effective way, e.g. through new combinations of didactic methods?

2 THE INDIVIDUAL STAGES OF THE STUDY

2.1 Preparations for the selection of examples

A wide range of continuing education and training opportunities is offered in the Federal Republic of Germany by widely differing authorities and institutions. A distinction can be made between two basic types:

- Non-company continuing education and training, provided by public adult education facilities such as the Volkshochschulen (adult education centres), social bodies, churches and private institutions of continuing education and training. The universities and specialized schools should also be mentioned in this context.

- In-service continuing education and training at the workplace and/or company training centres. In-service continuing education and training frequently includes inter-plant courses and schemes, participants being selected and the costs borne by the management.

During the initial stages of the survey a written request was sent to sponsor organizations and employees' and employers' federations for information on activities in their areas of competence.

Before and while this was being done, the theoretical bases for the selection criteria were established. The first version of the list of criteria relating to innovations in continuing education and training was forwarded to implementing institutions and their sponsor organizations for approval. The present "Record sheet on innovations in continuing education and training" includes the additional assessment criteria suggested by those directly involved in continuing education and training.[1]

2.2 Selection of examples

Besides the definition of the content of innovative courses of continuing education and training given in the first section, two formal selection requirements were agreed at the CEDEFOP working meeting of the project teams held in March 1981:[2]

- The continuing education and training schemes selected should not have existed in their present form for longer than five years.

- At least 60% of the examples selected should be taken from the three focal areas (in-service continuing education and training designed to prevent redundancies, continuing education and training as a reaction to new technologies and continuing education and training for the reintegration of the unemployed; see page 4); thus, as the number of examples was not to exceed 20, at least 12 courses of continuing education and training were to be of these types.

---

[1] See annex.

[2] See minutes of the meeting on Trends in Innovations in Continuing Education and Training organized held at CEDEFOP on 26/27 March 1981.

As the examples chosen cannot all be described in detail in this report,[1] one is given below to illustrate the various items discussed.

---

[1] Details of all the examples can be obtained from CEDEFOP as a separate publication; see the annex for the titles of the courses.

2.3 An example of innovative continuing education and training

Code	1	2	5	1	5	3	3	1	2	

Title of the project or scheme

Vocational advancement course

Implementation

Organization responsible	Employment Office, Offenburg
Implementing institution	Volkshochschule (Adult Education Centre)
Structure and duration	Full-time instruction for one year

Target group

Young people who have left special and lower-grade secondary schools without a school-leaving certificate and have not found a training place

Objectives of the activity

The vocational advancement course is designed as a vocational preparation measure to give young people who are "slow learners" or not yet "ready" for employment the opportunity to

- fill gaps in their education
- obtain a lower-grade secondary school certificate
- acquire the motivation for vocational training
- increase their chances of starting and completing a course of vocational training.

Achievement of the objective

Young people attending the vocational advancement course receive instruction in general subjects and in the theory and practice of construction, woodwork, painting, metal-work, textiles, home economics and nutrition. As the course is full-time and there are no more than 11 young people to a class, individual attention and intensive learning are possible. Workshop places supervised by experienced craftsmen are available for practical instruction. Volkshochschule staff with socio-pedagogical qualifications help with homework and organize joint leisure activities. Where possible, knowledge acquired is used to the benefit of the group, e.g. the participants use the home economics and nutritional skills they learn during the course in the preparation of their own meals, manual skills are used in the refurbishing of leisure rooms, etc.

Monitoring the success of the scheme

In addition to checks on progress similar to the measurement of performance in schools (reports on individual pupils, etc. and the final examination for the lower-grade secondary school certificate), a basic yardstick of the success of the scheme is the participant's subsequent training. The "careers" of those who have completed the vocational advancement course have been the subject of a thesis (see Information material). An important finding in this study is that the scheme has been a relative success, 44% of the participants being able to begin training on completion of the course. However, most of the participants were unable to find a training place after the course or dropped out before completing their training. The technical and social competence developed through individual attention during the course was not sufficient in the case of these young people for them to stand up to "normal" labour market and training situations, and they really needed further socio-pedagogical attention after the course. As a consequence, a start has been made on the creation of training places where socio-pedagogical attention is provided, and this type of vocational training will follow the vocational advancement course from the autumn of 1981 (as a pilot project).

Innovative value of the scheme

The scheme is a reaction to the problems at present faced by the growing number of unemployed young people, the target group being a category particularly hard hit by this situation, young people with a poor school and vocational education. The contents and methods are geared to the target group in that the attempt is made to make good deficiencies in general education and vocational training, with socio-pedagogical help also provided. A scientific study is made during the course and the findings are subsequently put to practical use (leading to the extension of the continuing education and training described above).

Information material

- Volkshochschule Stadt Offenburg, Arbeitsplan 1981/82
- Biegert, Claudia, Die "Karriere" von Absolventen eines Berufsförderderungslehrgangs, Thesis, University of Mannheim, WS 80/81

Further information available from:

Hannes Schneider
Berufsförderungslehrgang der Volkshochschule Stadt Offenburg
Wilhelm-Bauer-Str. 12
7600 Offenburg
Tel. 0781/82272

3 TRENDS IN INNOVATIONS IN CONTINUING EDUCATION AND TRAINING

3.1 Innovations in continuing education and training as a reaction to needs created by the introduction and use of new technologies

The most difficult aspect of the study was deciding how many innovations had been introduced as a reaction to the increased requirements created by new technologies, there being as yet no accurate definition of the term "innovation" in the context of continuing education and training. Is continuing education and training innovative if it differs from existing courses only in familiarizing participants with a new technological development (in the EDP sector, for example)? In all kinds of educational activity, whether general or vocational, obsolete subject matter is removed from curricula and replaced with new subject matter. Technical progress has always resulted in changes in the content of vocational training just as it has in the teaching of chemistry and physics in schools. If the definition is very restrictive, there is a danger that the criteria adopted will lead to the exclusion of many examples which, on closer examination, fully deserve the description "innovative". In this study, therefore, innovation in continuing education and training is taken very generally to mean any departure from the norm. In-service adaptive training, the content of which develops in line with technical innovations, is a permanent feature of continuing education and training.

This development is not always without its difficulties. For example, implementation occasionally requires innovatory action, as supplementary EDP training shows*.[1] EDP is a key qualification, which is indispensable for commercial staff in industry in particular. In 1973, automated data processing consequently became a compulsory part of in-service training and an examination subject under the Training Regulation for commercial staff in industry, the wholesale trade and banking. In 1978, the minimum requirements laid down in the training regulations had to be withdrawn because many firms did not have the equipment or the trainers with the necessary skills or experience to meet them. There was a danger that these firms would be forced to dicontinue training at a time when the number of school-leavers was increasing and training places were becoming scarcer.[1] The example quoted is also revealing in another respect. The pilot project was financed with public funds, the cost factor therefore being immaterial. Otherwise, the authors of the above-mentioned study claim, some firms might not have participated. Thus, as many other examples also show, state assistance is an essential element in innovative continuing education and training. It should also be pointed out at this point that "knock-on effects" also occur, although this is seldom, and certainly not publicly, admitted.

---

[1] The documented examples are indicated by an *, the relevant number being given in the footnote. Here, * = Example 01.

The following example illustrates the thin line that separates innovative from standard continuing education and training. At AEG-Telefunken a course in electropneumatics* was held in May 1982 to train control system experts for the firm. The trainer gives similar courses at the Berlin Chamber of Industry and Trade, successful participants being awarded the title "Industriemeister". In content, both courses concern technological innovations, and yet there is a fundamental difference: the courses organized by the Chamber of Industry and Trade are governed by the Training Regulation. In-service courses are not subject to such restrictions, which also apply to content.

---

[1] See Haacke, W., et al., EDV in der kaufmännischen Erstausbildung. Modellversuche zur beruflichen Bildung, No. 11, Berlin 1982 (ed.: Federal Institute for Vocational Training).

* = Example 02

Among the distinguishing features of innovative courses of continuing education and training is the teaching of new subject matter. In firms such courses are usually designed to overcome qualification deficiencies which have existed for some time or have just emerged and so enable the firm to react to changes in the economic situation. State assistance is seldom provided in such cases (an exception being the special labour market programme introduced by the Federal Government in 1979 for regions with particular employment problems).

An example of in-service continuing training of this kind was a course organized by Audi NSU Union AG to introduce a new production process.* The course concerns, or was prompted by, technical innovations in the field of automation. However, it covers not only the innovations themselves but all the changes they will cause in the firm or prepares the way for them and acts as a guide. The course thus provides information on the new production process and a theoretical and practical introduction and also includes a seminar on "purposeful cooperation".

Microelectronics and consequently microcomputer technology have already led to drastic changes in many jobs. The adjustments at Audi NSU are only one example of an extensive process of change. The training of electronics engineers in its traditional form no longer meets requirements: it needs to be adapted to the changes that have occurred in the manufacture and use and also the maintenance and repair of microelectronic products.

---

* = Example 05

The Vocational Advancement Centre (BFZ)[1] in Essen is experimenting with a project entitled "The use of microcomputer technology in the training of skilled workers"* with a view to pinpointing the requirements which the training of electronics engineers will have to satisfy in the foreseeable future. The project also includes the development of methods, didactics and appropriate media for the teaching of the new know-how, skills and abilities. It is aimed at trainees and trainers, i.e.

- young people undergoing vocational training,
- adults undergoing vocational retraining and
- teaching staff in continuing training (multipliers).

In collaboration with 30 firms that provide training, the BFZ is testing the learning units, the modular system and the teaching aids that have been developed for this purpose. Results achieved during the pilot project are made available to all interested parties as they occur. In the autumn of 1982 the first courses will be held to familiarize trainers with the complexities of this technology, so that they can pass on their knowledge in subsequent vocational training.

Mention should also be made in this context of the course in electronics arranged by the Heinz Piest Institute.** It is organized along modular lines and is one of the non-company courses of continuing training in which employees and people undergoing retraining in small and medium-sized companies and craft firms can acquire the know-how and skills needed as a result of technological development.

---

[1] The Berufsförderungszentrum Essen e.V. is a pilot facility for the vocational training of adults and is jointly sponsored by 12 bodies. Acting on behalf of the Federal Employment Institution, it offers
- retraining (vocational)
- in-service education and training (the teaching of occupational skills, continuing education and training)
- schemes to promote training (preparation for vocational training).

* = Example 03; ** = Example 04

The survey does not allow a definitive statement on the scale of innovative continuing education and training which ties in with the changes brought about by technical innovations in individual firms and the economy as a whole. A study by the Institut der Deutschen Wirtschaft (Cologne) is expected to be more revealing.[1] Past experience would seem to indicate that many firms go in for continuing education and training when times are good. When market shares dwindle, it is regarded as the area in which savings can first be achieved. One of the goals of the study, therefore, is to convince firms that they need systematic continuing education and training as part of their personnel planning in the same way as they need public relations and advertising. A further aim of the study is to encourage small and medium-sized companies, where continuing education and training is almost always left to individual initiative, to develop models of their own.

The problems raised by continuing education and training irrespective of the general situation in the labour market or of the firm's personnel planning, even though such education/training is claimed to permit the very adjustment to technical developments that is needed to protect employees' jobs and ensure professional advancement, have been revealed by the debate in the Federal Republic in recent years on what is known as in-service adaptive training.[2] Various scientific studies seem to provide evidence of a "polarization tendency" in the call for professional qualifications, i.e. growing demand for highly skilled and unskilled labour in the production sector with a simultaneous decline in demand for "middle-level" qualifications, and thus to support one of the "general truisms of vocational and educational research". However, there is no shortage of critics of the "polarization theory". They voice methodical doubts and contend that the empirical data do not allow of so general a statement.[1] Consequently, it has yet to be decided whether only a small proportion of employees, i.e. qualified personnel (skilled workers), need in-service training to adjust them to new technologies, while all the unskilled workforce requires to cope with changes in the production process is on-the-job instruction and familiarization.

---

[1] Konzepte praxisnaher Weiterbildung zur Förderung der beruflichen Mobilität, Beiträge zur Gesellschafts- und Bildungspolitik, Institut der Deutschen Wirtschaft, Cologne (in preparation)

[2] See Schweizer, G., Veränderte Qualifikationsanforderungen ..., op. cit., and Brandenburg, A.G., Weiterbildung und Arbeitsmarktpolitik, Kommission für wirtschaftlichen und sozialen Wandel, 96, Göttingen 1975

3.2 Innovations in continuing education and training introduced by firms to prevent redundancies[2]

In May 1979 the Federal Government introduced a labour market programme in an attempt to speed up the achievement of its objectives in the areas of labour market, regional, economic structure and education policy.[3] The programme focuses on the provision of financial assistance, for example, to enable employees of firms in the process of change to retrain and/or obtain a professional qualification and on the reintegration of the unskilled and long-term unemployed. Some projects designed to humanize working life are also likely to have an innovative effect on continuing education and training. One such project, the Peiner Model, is documented in the annex. Outside the area of continuing education and training as a reaction to changes caused by technical innovations, it is difficult to assess what continuing education and training firms are providing to prevent redundancies. Two examples, which demonstrate the range, are discussed in somewhat greater detail below.

---

[1] See Hobbensiefken, G., Berufsforschung, Opladen 1980, pp. 230-253

[2] Excluding the in-service adaptive training discussed in 3.1.

[3] See Bundesministerium für Arbeit und Sozialordnung (ed.), Arbeitsmarktpolitisches Programm der Bundesregierung ..., Bonn 1979.

A course of continuing training which Bayer AG provides to introduce new ideas on products and processes has the indirect effect of protecting existing jobs and may also create new ones. "Finding and introducing new ideas at Bayer AG" is an innovative continuing training measure which makes use of the creativity of employees in the firm's various departments to the benefit of the firm and of the employees. Bayer AG is collaborating with the Institute for Applied Creativity (IAK) in this project. During the seminars employees discuss proposals for improvements to existing products and production processes and the development of new ones, and the further training measures required for their introduction are then developed and implemented. The seminars so far held for senior employees from given sectors of the company have been principally geared to self-knowledge, to enable them to recognize and remove the obstacles to their creativity.

The second example, chosen from the many "humanization of working life" projects financed by the Federal Ministry of Research and Technology, reveals the innovatory qualities of workers. The Peiner Model* is a project in which, rather than the employer stipulating technological and organizational changes, the employees themselves put forward proposals for the improvement of their working conditions. 59 unskilled or semi-skilled employees of both sexes, one third of them foreigners, took part in the project, which began with a one-week seminar to discuss the work situation, possible improvements and their introduction. Further one-week seminars of this kind were later held at 6-month intervals.

---

* = Example 06

Proposals made during the seminars were put into a form ready for implementation by working groups, meeting every two to three weeks for four hours during working hours. Implementation, supervised by project groups of employees, began once the works council and management had given their approval. The employees' proposals resulted in many practical improvements.

Satisfied with the experience, the firm's board and works council concluded an intra-company agreement and institutionalized the formation of project groups, who are allowed an hour off work each week for this purpose. The Peiner Model demonstrated what intra-company development is capable of and what form it can take.

Some in-service continuing education and training is not designed either to adapt employees to technological changes or to protect their jobs but provides an opportunity for individual and collective learning and helps to improve social competence.

Hoechst uses a learnshop* (cf. workshop), a separate room equipped with pegboards and writing material, in which six to eight employees meet once a week for two to three months. Chaired by a previously trained foreman who is not yet regarded as "a management man", they are asked or challenged to state their views on given problems or to specify problems which affect their own jobs and the firm as a whole and to seek solutions as a group. The attempt is thus made to use the potential that lies in the employee's personal experience of his job, his innovatory qualities as they are known in the Peiner Model, or, put another way, to change conditions in the firm from the bottom up.

The other two examples, doing and learning** and attitude training for works councils,*** proceed from everyday problems in the firm. These are discussed in training seminars, and the results are fed back to the firm with the aid of well-tried solution strategies.

---

* = Example 07; ** = Example 08; *** = Example 09

Two methods are used in the learning of solution strategies. "Doing and learning" uses games which approximate the real situation and in which the collective learning process progresses with the participants playing their "own roles". In "attitude training" various teaching methods are used, attitudes being systematically practised and purposefully corrected.

3.3 Innovations in continuing education and training designed to permit the reintegration of the unemployed

The assessment of innovations in continuing education and training designed to permit the reintegration of unemployed persons is generally more positive, since CEDEFOP did not confine the search for examples to individual firms, which meant that the wide area formed by inter-plant and non-company continuing education and training could also be considered.

The high, and still rising, level of unemployment has resulted in an increase in efforts to use continuing education and training not only to improve the statistics but also to change the trend in the long term. A major instrument is the public financing of measures for the unemployed under the Employment Promotion Act. Such measures also include "motivation courses", which are designed to motivate the unemployed to resume work and/or to attend further courses of continuing education or training and are financed by the employment authorities under section 41 of the Act.

The Hanover Centre for the Unemployed arranged a motivation course* of this kind for seriously handicapped unemployed persons and developed a concept which aimed at the psychosocial stabilization of the participants by giving them greater confidence in their own value. Information was also provided to improve their chances of reintegration into the work process.

---

* = Example 10

Difficulties in the labour market are also encountered by many women. Socialization conditions in the education of girls and prejudices in their social environment are major obstacles for women seeking employment. The motivation courses entitled "Vocational reintegration - new careers for women"* organized by the German Trade Union Confederation's Department of Further Vocational Training attempted to remedy this situation. The courses consisted of two main parts. One, leading to a general qualification, was designed to improve the participants' self-confidence and self-assurance, the following four subjects being selected as a basis for discussion:

- women and the labour market
- obstacles to the employment of women
- causes of the role ascribed to women
- women and labour legislation

The part of the course in which a technical qualification could be obtained was devoted to vocational guidance, an insight also being provided into the typical requirements and activities in an occupational area with the aid of practical exercises in the workshops. 39 of the 58 participants in the courses, or 78%, subsequently decided to take a retraining course.

Continuing education and training is not, however, innovative simply because it pursues the goal of reintegrating unemployed persons. For example, the study revealed cases in which the organizers themselves gave an unfavourable assessment of their course while it was still in progress or on its completion. The Fachgemeinschaft Bau Berlin e.V., for instance, stopped its continuing training course on "Extension methods (renovation/ reconstruction) for unemployed bricklayers, concrete workers, carpenters and unskilled workers" once the concept underlying the course had proved a failure, only 6 of the participants (one third of the total) successfully completing the course, i.e. jobs were found for 6 participants after the course and this, the Fachgemeinschaft admitted, more as a result of demand at the time than of knowledge and skills acquired during the course.

---

* = Example 11

Another example that can be given here is the vocational advancement course organized by the Offenburg municipal authorities for unemployed young people (see the description under 2.3 on pp. 9 f.), which was only partly successful in the initial stages. However, the scientific study conducted during the course was able to pinpoint the difficulties, which were then overcome by means of a conceptual extension of the continuing education and training offered.

Well worth mentioning in the context of in-company continuing education and training for the reintegration of unemployed persons are the courses organized by Thyssen Niederrhein AG* for two problem groups particularly affected by unemployment, the long-term unemployed who have not had any vocational training and seriously handicapped unemployed persons. Participants from the first category spend seven months in the training workshop of the social authorities, those from the second category nine months in the workshop for the handicapped or at the technical training centre, all receiving socio-pedagogical and psychological attention to prepare them for reintegration into employment, i.e. work in one of Thyssen Niederrhein AG's plants or further training to become skilled workers.

---

* = Example 12

The Federal Institute for Vocational Training sponsors numerous pilot projects in the Federal Republic and Berlin in which new paths in vocational training are trodden, including the updating and further development of the content of training, the testing of new training methods, the continuing training of training advisers* and the vocational training of young foreigners and young adults. Over 20 pilot projects in which girls learn commercial and technical occupations are at present in progress.[1] This also comes under the heading of innovative continuing education and training. However, as it is initial training, it will not be discussed further.

On the other hand, a large category of persons paticularly hard hit by unemployment, women without a vocational training and women who have not worked for a long time, is neglected by innovative continuing education and training. Continuing training in typical women's occupations is rarely innovative, and there are few examples of innovative training specifically designed to enable unemployed women to go back to work.

One of the few positive examples has been the retraining of unemployed women in commercial and technical occupations at the Vocational Advancement Centre in Essen. The pilot project is now well documented.[2] It reveals the many problems that can arise and above all ways of solving them. Many aspects of this pilot project have meanwhile been absorbed into standard schemes or are already regarded almost as a matter of course, such as the opening of commercial and technical occupations to girls and women.

---

* = Example 15

[1] Modellversuche in der ausserschulischen Berufsbildung 1981/82, published by the Federal Institute for Vocational Training, Berlin 1982. The Federal Institue, which is principally concerned with research into vocational training, administers financial resources provided by the Federal Ministry for Education and Science to assist inter-plant training centres and pilot projects.

[2] M. Dickert-Laub/M. Goldmann, Berufliche Qualifizierung von arbeitslosen Frauen im gewerblich-technischen Bereich, BFZ-Bericht No. 22, Essen 1981

No more than a few important aspects will be mentioned here. Thus there were no admission examinations, applicants merely needing to satisfy the requirements of the Employment Promotion Act to obtain financial assistance. The intensive activities undertaken to inform potential participants included a visit to the Centre. The guidance phase was extended flexibly to two to four months to make the process of finding a suitable occupation easier. The retraining included socio-pedagogical services designed to strengthen social competence. Instruction units were rewritten, and the didactics and methods involved were adapted to make them suitable for women (these units have meanwhile been adopted for groups undergoing standard training). Systematic preparations were also made for reintegration into employment with exercises in applying for jobs, games in which the participants took different parts and visits by placement officers to firms. Mention should further be made of the Centre's public relations activities and the attention the women received after the course, both of which proved necessary.

Of the 66 women who opted for retraining, 36 (55%) completed the course. With one exception, all the participants passed the examination held by the Essen Chamber of Industry and Trade and so became "skilled workers". After an observation period of three to 24 months, 28 of the 35 women were being retrained or in a similar occupation, two had taken up a different occupation, three were not working or ill and two were looking for employment.

Unfortunately, no examples of innovative continuing education and training for unemployed former offenders were found, although such education and training have an important part to play in their reintegration into the employment process.

An interesting example of innovative continuing education and training arose through cooperation between an employment office, a chamber of industry and trade and firms providing training, using a modular system on the Regensburg model.* In this case potential skilled metal-workers receive their training/retraining in modules each of 200 to 300 hours and so organized that

- the course can be joined at any time and without a formal training contract;
- the knowledge and skills learned in each module can be used on their own and are backed by intermediate examinations held by the Chamber of Industry and Trade;
- the successful completion of all the modules entitles the particpant to take the examination which, if passed, will give him/her the title "skilled worker".

The two starting modules entail only six hours of work a day, thus making it particularly easy for women with family ties to take a vocational training course. As the system includes "buffer periods", so that training can be interrupted if necessary, and is not tied to one firm, it is extremely flexible. It is felt, however, that the aim should be for participants to spend the "on-the-job training" module with their later employers to pave the way for their employment as skilled workers.

The content of the training by this modular system is nothing out of the ordinary. The organization of the training along modular lines means that it can be transferred to other areas and qualifies it as an innovation in continuing education and training.

---

* = Example 14

A problem category among the unemployed are young adult foreigners. Their poor education excludes most of them from vocational training, one of the most important requirements for life in our achievement-oriented society. However, many are as highly motivated to learn as the indigenous population. The adult education centres are at present engaged in the "Development and testing of courses for young adult foreigners to enable them to obtain a lower-grade secondary school certificate".*

Studies revealed that the areas in which young adult foreigners are particularly backward are the theory of work and vocational instruction, mathematics and science, and German and social studies, and these deficiencies determined the content of the courses. The syllabus is didactically and pedagogically geared to the target group, and new teaching methods were also required. The guiding principles include multi-subject instruction and team-teaching. For example, German is practised whatever the subject being taught, and the teachers of German and the other subjects plan, give and evaluate the instruction together. Instruction is supplemented by integrative socio-pedagogical activities. The goal of the course is not only the acquisition of knowledge but also social integration. Only when the latter becomes possible, is a foreigner mature enough to decide on naturalization. This innovation in continuing education and training included the development of a pedagogical concept and of teaching and learning aids, the holding of training seminars for course leaders, a supra-regional exchange of views and the publication of a newsletter to feed information back to the people in the field (multiplier activity).

---

* = Example 13

3.4 Innovations in continuing education and training for teachers and trainers

Innovations in continuing education and training frequently make fresh demands on teaching staff, trainers and other multipliers, as various examples have already indicated. The course on "microcomputer technology in the training of skilled workers" was also intended to prompt trainers in this field to familiarize themselves with the complexities of a new technology and the instruction material and media developed specifically for the purpose so that they might pass on this knowledge in their training activities. In this case, technological development is the cause of the new content of the training and the new methods used.

The situation is different in the case of the "Initial and further training of teachers in commercial firms."* Expert knowledge alone does not make for a successful teacher. Consequently, teachers themselves attend a course organized by the Deutsche Angestelltenakademie e.V. (German Academy for Salaried Employees) in Hamburg to learn didactic and pedagogical methods. They design a learning unit, whose structure they then discuss and put to the test in games. Teaching attitudes are practised and, where necessary, corrected. This is intended to enable them to pass on their expert knowledge effectively to the target group, consisting of unemployed people and people undergoing retraining who attend courses at commercial training schools with a view to resuming employment.

The final example of innovative continuing education and training is the home-study course of "Supplementary training for teaching staff in adult education/continuing education and training"** offered by the German Home-study Institute (DIFF). The aim here is

---

* = Example 15; ** = Example 16

- to develop home-study material in a documentation pool and to put it into a modular form suitable for learners;
- to combine personal attendance of a university course with periods of home-study and to gear the university course to the learning situation and expectations of working adults;
- to put home-study material designed for specific target groups in a form suitable for other learners.

Reference should also be made in this context to the courses available at various universities for teaching staff with experience of continuing education and training, regardless of their original education and training.[1]

3.5 Summary of the findings of the study

There are many innovative approaches to continuing education and training in the Federal Republic of Germany. Not all of them, however, satisfy the criteria adopted for the study (3.1 to 3.4). During our search we came across many examples of continuing education and training which were new in content and in the teaching methods used and were designed for target groups hitherto neglected by conventional continuing education and training, such as educational activities for housewives and groups of foreigners in given urban districts and educational activities organized by self-help groups for former drug addicts or young people in danger of becoming criminals. Such "continuing education and training", which often takes the form of discussion and advisory circles and informal meetings without a set timetable or specific content, largely pursues nonfunctional goals, i.e. in content it is not directly related to occupations, but seeks primarily to lay the foundations for further educational activities by teaching, for instance, general social skills (an example from an urban district in Berlin: German and foreign women with a poor education are taught the "skills" required to cope with the authorities, i.e. to overcome their ignorance and uncertainty in this respect).

---

[1] Arbeitskreis Universitäre Erwachsenenbildung e.V. (ed.; information leaflet with further addresses), Weiterbildendes Studium für pädagogische Mitarbeiter in der Weiterbildung, Hanover, September 1981

However, in one area of occupation-related continuing education and training innovative tendencies in respect of target-group work, content and teaching methods are to be found on a fairly large scale: in the social and pedagogical area. Two examples illustrate the cooperation between universities and vocational teachers or trainers. With its course on "Drawing and methods of depiction in preliminary assembly drawings in craft occupations"* the university concerned has filled a gap and, in so doing, exceeded the limits of its usual activities.

By offering a course of "Continuing education in industrial science",** the University of Hanover is treading new paths in adult education. It regards professional experience as satisfying the requirements for university entrance. The course purposefully combines theoretical knowledge with practical experience as a means of using the findings of industrial science to achieve a general improvement in present and future working and living conditions.

However, there are also examples in the social and pedagogical area of innovative continuing education and training which do not guarantee that participants will be able to use their newly acquired knowledge in their work. A shortage of financial support has, for example, so far prevented the large-scale introduction of the concept of "mobile training teams"*** to train people in the care of the sick and the aged. In this case, there is a need for increased cooperation between the organizing bodies, the implementing institutions and the public authorities in respect of the recognition and implementation of such measures.

---

* = Example 18; ** = Example 17; *** = Example 19

Of the innovative courses of continuing education and training documented, only 25% do not rely on assistance from the state. Three such cases are large firms which use continuing education and training for specific purposes as part of their personnel and social policies. 75% of all innovative continuing education and training schemes depend on the state for assistance with the financing of pilot projects and/or for the allocation of funds under the Employment Promotion Act.

At national level, therefore, despite the persistence of mass unemployment, the decline in the number of vacancies and the spread of technology, only two driving forces have resulted in any appreciable change in occupation-related continuing education and training: large firms and the state, through the assistance it provides.

4 ANNEX

4.1 Documentation on the examples of innovations in continuing education and training[1]

01 Supplementary EDP training for commercial staff in industry / Nixdorf Compter AG

02 Electropneumatics for skilled workers and designers / AEG-Telefunken

03 The use of microcomputer technology in the training of skilled workers (MFA) / Berufsförderungszentrum Essen e.V.

04 Uniform practical training in electronics / German Crafts Institute, employment offices, Heinz Piest Institute

05 Restructuring Audi's body works / Audi NSU Auto Union AG

06 Peiner Model / Peiner Maschinen- und Schraubenwerke AG

07 Learnshop at Hoechst / Hoechst AG

08 Doing and learning / Arbeit und Lernen Niedersachsen e.V.

09 Training in social skills / Arbeit, Bildung und Forschung e.V.

10 Motivation course pursuant to section 41a of the Employment Promotion Act / Centre for the Unemployed in Hanover, Employment Office of the Land of Lower Saxony

11 Vocational reintegration / Department of Further Vocational Training of the German Trade Union Confederation

12 Courses for the unemployed semi- and unskilled leading to a qualification / Thyssen Niederrhein AG

13 Courses for young adult foreigners / Deutscher Volkshochschulverband Frankfurt a.M.

14 Modular system based on the Regensburg Model / Regensburg Chamber of Industry and Trade and Employment Office

15 The initial and continuing training of teachers in commercial firms / Bildungswerk Deutsche Angestellten-Akademie e.V., Hamburg

---

[1] The title of the course or project is followed by the name of the organizing body/implementing institution.

16 Supplementary training for teaching staff / Deutsches Institut für Fernstudien, Tübingen

17 Continuing education in industrial science / University of Hanover

18 Drawing and methods of depiction in preliminary assembly drawings in craft occupations / Chamber of Crafts, Kassel

19 Mobile training team, Hamburg

20 In-service training in client-centred discussions / Arbeiterwohlfahrt, Bonn

4.2 Record sheet on innovations in continuing education and training

		Code
1	General data (key criteria)	
1.1	Target-group data	
1.1.1	Target group by age	
	Young people from 16 to 25	1
	Adults from 25 to 35	2
	Adults over 35	3
	Two or more age groups	4
	All age groups	5
1.1.2	Target group by activity	
	Employed	1
	Short-term unemployed (up to about 1 yr)	2
	Long-term unemployed (over 1 yr)	3
	Undergoing initial or continuing training	4
	Miscellaneous	5
1.1.3	Target group by special social factors	
	Foreigners	1
	Women	2
	Convicts/former convicts	3
	Handicapped	4
	Young people with a poor education	5
	Various socially handicapped groups	6
	Not socially handicapped	7
1.1.4	Target group by previous education	
	Without school-leaving certificate and without vocational training	1
	Without vocational training, but with school-leaving certificate	2
	Semi-skilled	3
	Vocational training completed	4
	Miscellaneous	5
1.2	Data on the concept of the course	
1.2.1	Concept complies structurally with with continuing education and training	1
	Further vocational training not related to final certificate	2
	Retraining	3
	Rehabilitation	4
	Vocational (re)integration	5
1.2.2	Goals	
	Teaching focuses on theory	1
	Teaching of theory and practice	2
	Teaching of theory, practice and general education	3
1.2.3	Methodological and didactic approach	
	Audio and video aids used	1
	Active-situative life	2
	Mixed forms of instruction	3

1.3 Organization of the course

1.3.1 Organizing body (source of finance)

	Code
Public authority	1
Pivate organization	2
Employers' organization	3
Employees' organization	4
Church organization	5
Mixed financing, participants not contributing	6
Mixed financing, participants contributing	7

1.3.2 Implementing institution

	Code
Firm	1
Adult education centre	2
Employers' organization	3
Employees' organization	4
Academic institution	5
Church institution	6
Association, private or self-help group	7

2 Specific data (reading section)

2.1 Title of project or scheme

2.2 Implementation of the scheme

2.2.1 Name of organizing body (source of finance)
2.2.2 Name of implementing institution
2.2.3 Data on structure and duration of scheme (full- or part-time courses, seminars, intervals, between individual events and total duration)

2.3 Description of target group (with all details not recorded by code, e.g. membership of an occupational group)

2.4 Brief description of goal of course (what theoretical, practical and general subjects are to be taught to the participants)

2.5 Description of achievement of goal (methodological and didactic approach, any preparatory and follow-up measures, socio-pedagogical activities, scientific observation, etc.)

2.6 Monitoring the success of the course (final certificate, attendance certificate, record of drop-out rate, contact with participants after course completed)

2.7 Innovatory value of course (reasons: innovative in terms of what criteria?)

2.8 Information material (data on project reports, publications, scientific progress studies, etc.)

2.9 Contact addresses (for further information, with names of persons to contact)

4.3 Editor:
Rolf B. Lindner
Sociologist

Leuschnerdamm 39
1000 Berlin 36

The study is based on preparatory work done by Mrs Sabine Amougou Balla. Changes in the project team left very little time for the drafting of the study.

The documentation gives a general insight into innovations in continuing education and training in the Federal Republic of Germany. Initially, letters were sent to some 400 organizations involved in continuing education and training, but the response was unsatisfactory. The information on the examples ultimately documented was largely obtained during interviews, the interviewees being selected by a subjective rather than representative procedure.

5 BIBLIOGRAPHY

Weymann, A. (ed.), Handbuch für die Soziologie der Weiterbildung, Darmstadt/Neuwied 1980
Following an introduction by Weymann on the theoretical aspects entitled "Grundzüge einer Soziologie der Erwachsenenbildung", each chapter is broken down into four subject headings: vocational qualification, social policy and socialization, organization, and didactics.

Siebert, H. and J. Weinberg (ed.), Literatur- und Forschungsreport Weiterbilding, No. 7, July 1981. Critique of Weymann; also includes a section on adult education and references to literature on methodological questions.

Lluch-Ordinaga et al., in: Soziale Eingliederungshilfe für ausländische Kinder, Bonn 1979. Vocational training of young foreigners on pp. 166 to 246; figures out of date.

Siebert, H. (ed.), Taschenbuch der Weiterbildungsforschung, Baltmannsweiler 1979.
Numerous contributions, providing an overview of theoretical and methodological problems.

Fink, E. and E. Sauter, Stand und aktuelle Probleme der beruflichen Weiterbildung, Berlin 1980. Special publication of the Federal Institute for Vocational Training.
Provides an introduction and rapid insight into the wide range of continuing education and training opportunities.

Stiefel, R.T., Betriebliche Weiterbildung, Munich 1980.
Discusses in-company continuing training from the angle of organizational development, i.e. management training - the continuing and further training of company executives.

Müller, V. and G. Schienstock, Rationalisierung - Herausforderung an die inner- und ausserbetriebliche Weiterbildung, Deutsche Angestellten-Gewerkschaft (German Union of Salaried Employees), Hamburg 1980

Deutsche Angestellten-Gewerskschaft, Anpassung und Mobilität als Rationalisierungsfolge, Hmburg 1980.
Guide for the activities of works councils in the development of a concept for the continuing education and training of salary-earners.
Continuing education and training as a means of escaping company rationalization and so redundancy.

Verein zur Förderung stadtteilnaher Volkshochschularbeit e.V., (ed.), Stadtteilarbeit und Weiterbildung, Berlin 1980.
Report on new methods in educational activities.

NQ-Projekt, Entwicklung und Erprobung von Qualifikationsseminaren für nebenberufliche pädagogische Mitarbeiter in der Erwachsenenbildung; Zusammenfassung der Ergebnisse und Empfehlungen; Federal Ministry of Education and Science - Werkstattberichte, Bonn 1981.
Contains further information on project staff and addresses.

Siebert, H., Grundangebot Weiterbildung, Diskussionsstand und Entwicklungsmöglichkeiten, in: BMBW-Schriftenreihe Bildungsplanung 34, Bonn 1981

Berufliche Qualifikation und regionale Entwicklung, in: Schriftenreihe Raumordnung 06.048 des Bundesministers für Raumordnung, Bauwesen and Städtebau, Bonn 1982

ADEP — Agence Nationale
pour le Développement
de l'Education Permanente,
Paris

This report was drawn up
with the collaboration of:
Jacques Brochier,
Roland Chabannes,
Catherine Chrétien,
Jean-Louis Egli,
Dominique Granet,
Jacques Guyard,
Christian Pichot,
Gérard Sarazin,
André Voisin

October 1982

F

CONTENTS

page

PREFACE 183

INTRODUCTION 184

The organization of the continuing vocational education system of France 184
- The legal and institutional frame 184
- The training machinery 185
- The renewal of vocational training 186

I. INNOVATIONS IN THE TRAINING REGULATIONS 188

1. The challenge of new technologies 188
    1.1. New energies and energy savings 188
    1.2. Micro-electronic technologies 190
        . training supply in a process of change 191
        . two university experiments between training and research 192
        . a regional coordination programme in Nord-Pas de Calais 193
        . adaption to micro-electronics in Renault 194

2. The prevention of unemployment in the firms 196
    2.1. The policy of aid to firms belonging to the National Employment Fund 196
    2.2. A new scheme in an industrial group 197
        . new pedagogical methods 198
        . evolution of training content 200
        .results 201

3. Measures to combat unemployment and particularly prolonged unemployment 202
    3.1. Measures of the vocational entry of persons with prolonged unemployment laid down in the Circular of August 6, 1982 202
    3.2. New experimental vocational guidance services offered by the National Employment Agency 203
        . the vocational guidance sessions 204
        . improved councelling interviews 205
        . the pre-guidance session which includes a personal and vocational appraisal 205
        . day meetings devoted to "jobseeking techniques" 205

BEST COPY AVAILABLE

3.3. Guidance for jobseekers directing them towards the quest for new sources of activity and the creation of their own companies 206

II. CHANGES IN THE ENVIRONMENT 206

1. The contribution of training to regional and local development 206

1.1. The creation of new programming and planning tools in education 206

1.2. The establishment of specific training programmes linked to local development activities 207

. the origin of the projects and the objectives pursued 207

. the common features of training programmes 207

1.3. The emergence of new functions for the development agents 216

2. The system of credit units,a generator of innovations 211

2.1. Validation of credit units and experiments on continuous assesment 212

2.2. Assesment of achievements and strategy of learning 215

3. Diversification of training methods 217

3.1. Diversification of the duration of training 217

3.2. Diversification of the place of training 218

3.3. Diversification of educational tools 219

CONCLUSION 220

REACTIONS OF THE WORKING GROUP WHICH CONVENED ON THE INITIATIVE OF THE MINISTRY OF VOCATIONAL TRAINING 221

ANNEXES

List of abbreviations 223

Brief description of the main institutions mentioned 224

List of project sheets 227

List of participants 229

PREFACE

The Ministry of Vocational Training asked the National Agency for the Development of Permanent Education (Agence Nationale pour le Développement de l'Education Permanente - ADEP) to prepare the French contribution to CEDEFOP's report on innovations in continuing training in the last five years in Europe. And indeed, ADEP, by the very definition of its aims and objectives, may be considered the most suitable place for the centralized collection of information on innovative trends and activities in the field of continuing education.

The identification of new trends was centred mainly on the three subjects selected by CEDEFOP: the challenge of new technologies, prevention of unemployment in the firms and measures to combat unemployment, especially prolonged unemployment.

However, it is not possible to discuss innovations in continuing training in France without making a reference to the legal regulation set up for young people in the 16-18 age-group or mentioning the contribution of training to local development, the experiments on the system of Credit Units and the diversification of training methods.

INTRODUCTION

THE ORGANIZATION OF THE CONTINUING VOCATIONAL EDUCATION SYSTEM OF FRANCE (1)

Adult education has existed for a long time in France. It developed at first within public education or on its periphery (humanist and socialist initiatives) and later within the framework of trade union education and popular education and the organization of technical training and social advancement.

Today, vocational training is one of the priorities of government activities. The financial resources utilized for this policy may be seen in the figures:

- the employers' contribution to the training of employees exceeds 9 thousand million francs,
- parallel to this, State aid amounts to 7 thousand million francs and covers more than 900 000 trainees.

Two features emerge:

- polarization of these resources towards employment (5/6ths of State funds are concerned with employment),
- the stability of the principal indicators of the national continuing training market since 1974
  - . the number of trainee hours rose from 317 million in 1977 to 332 million in 1980,
  - . the number of trainees did not show much change (2 880 000 in 1977, 2 910 000 in 1980).

The legal and institutional frame

This development of training took place within the framework of a national regulation for the development of continuing training which was introduced by the social partners and the public authorities. A number of texts set up the legal and institutional frame:

---

(1) See CEDEFOP document: Descriptions of the vocational training systems - France

- the National Inter-Trade Agreement signed on July 9, 1970 and the law of July 16, 1971 which laid down the compulsory participation of employers in the financing of training (at present: 1.1% of the payroll),
- the measures taken successively from 1976 to 1980 which spell out the organizational arrangements for the financing of training assumed jointly by the State and the firms,
- the law of July 17, 1978 which emphasizes the individual nature of the right to educational leave and its objective of professional - but also social and cultural - advancement.

Furthermore, while the public authorities may be the propelling force behind the formulation of adult education policies, this formulation is less and less the mere outcome of a budgetary exercise; the stakes and the expected results increasingly tend to mobilize and involve important partners such as the professions, the administration and the regional planning authorities.

The training machinery

As no approval or recognition by the State is required, the institutions which give the training are extremely diverse by nature: public education establishments, organizations set up by the employers and the Chambers, associations, firms, private organizations, independent trainers.

- The public network

The Ministry of Education organizes training activities in the secondary education establishments which are members of the Group of Establishments for Continuing Training (Groupement d'Etablissements pour la Formation Continue - GRETA). Continuing training counsellors (Conseillers en Formation Continue - CFC) are responsible both for contacts with the firms and the employers and for the execution of the training schemes.

The Association for Adult Vocational Training (Association pour la Formation Professionnelle des Adultes - AFPA) which operates under the supervision of the Ministry of Labour and which have a tripartite structure (public authorities, trade unions, professional employers' organizations) is considered to be the most important continuing training organization.

- The employers' network

The unions or the professional and inter-professional groupings of employers which have the aim of defending the interests of their members, have created their own training structures, the Training Associations (Associations de Formation - ASFO).

- The Chambers' network

The Chambers of Commerce and the Chambers of Trade and of Agriculture have, in fulfilment of their tasks, set up training organisations for which they provide the management and which have the aim of catering to the needs of their members. They have also sponsored the creation of many Training Insurance Funds (Fonds d'Assurance Formation - FAF)for salaried and non-salaried workers.

- There are a large number of private training bodies (about 9 000).

The renewal of vocational training

Since summer 1981 the renewal of continuing vocational training and permanent education has been one of the major topics of interest in France. The Ministry of Vocational Training called on the social partners to get together and give collective thought to the revision of the law of July 1971 and the extension of the workers' right to continuing training. This implies that the achievements of the last 10 years have to be taken into account, the impact has to be measured, certain deviations have to be remedied and, what is most important, continuing training has to be given a firm place in the new economic and social policy of France.

This renewal of continuing training focuses on several objectives:

1. Incorporation of continuing vocational training into the framework of a new growth in France, a growth based on a more coherent and voluntary industrial policy.
2. Response to new technological challenges by attaining social command and control of technological progress, its potentialities and its consequences.
3. Contribution towards a reduction of economic and social inequality by extending the right to continuing education to new categories of workers.
4. A progressive mapping out of new "terrain" for permanent education taking into account the emergence of new cultural needs in the spheres of social life, the firm, the City, the associations, etc.
5. Opening up new opportunities for regional and local development within the context of decentralization by establishing a more systematic link between the place of decision-making and the place of management.

On the legal plane this policy of renewing vocational training is shaped by:

. the law on decentralization which envisages that training will be the responsibility of the region within 5 years from now,

. a new law on vocational training which is being drafted and will be put to vote next spring (reform of the 1971 law).

I - INNOVATIONS IN THE TRAINING REGULATIONS

1. The challenge of new technologies

One thing is certain and that is that the decade which has just commenced will be marked by an acceleration of technological innovation. As B. SCHWARTZ states in his report on the professional and social entry of youth into the world of work: " The new technologies are an irreversible part of our economy today which they will profoundly change tomorrow: they will greatly modify the nature of work and the content of skills, some tasks will disappear, others will be created, the mobility of labour will be accentuated."

The training of men - and this is also certain - will have a decisive influence not only on the capacity to develop these technologies but also on the ability to master their impact and their effects on employment because, contrary to an often broadly held view there is no absolute determinism which makes these technologies have negative effects on the volume of employment. It will largely depend on the training policies to make sure that these technologies do not de-qualify the workers but give them different qualifications, that they foster the creation of new employment by upgrading the labour factor as compensation for the substitution of human labour through the machine; i.e. the measure of the stakes. We will try to show briefly through some examples how the "training" response to this challenge is organized.

11. New energies and energy savings

It is necessary to be careful about a detractive globalization: the term "new technologies" involves problem categories which differ greatly depending on whether they are being viewed from the angle of employment or training.

For instance, once the job profiles of the new occupations have been defined and stabilized, the development of new energies presents the problem of training in classical terms.

The question here is to enrich traditional training by adding specialization in solar energy, either at the end of the course for Diplomas in Advanced Studies or university doctorates, or within the context of continuing education at the level of the Higher Technical Certificate (Brevet de Techniciens Superieurs). This is the framework in which the current training offered by the Ministry of Education is organized.

Can one put energy savings into the bracket of new technologies? From the strictly technological point of view this may appear erroneous, but in fact, this is an economic imperative which has major repercussions on qualifications. In this field the Ministry of Education has launched a national continuing training programme in collaboration with the group for Continuing Training in Building and Public Works (organisme de Formation Continue du Bâtiment et des Travaux Publics - GFC-BTP). These schemes have the aim of training the workers of firms, craftsmen and young jobseekers in new methods and materials used for insulation and thermal regulation.

But the training offered at present only deals with a part of the problem posed by energy savings, or, to be more precise, only views it under the classical aspect of adjustment to new knowledge and skills. But the stakes lie elsewhere and they are of no small dimension. (Project sheet 1)

After having long been considered in many sectors as a marginal production cost, energy became an essential competitivity factor through the regular upsurge of prices. Economic attitudes in this respect have now changed; before the crisis the prevalent idea was that of the stability of energy costs and their relative decrease. Today the accepted hypothesis - which will weigh heavily in the long term - is that a steadily growing amount will have to be paid for energy. Because of this fact a considerable number of qualifications will find that a new parameter has been added: knowledge of energy consumption and the quest for energy savings. It has been observed that this constraint even had a positive effect on employment qualifications which had become de-qualified up to now.

---

(1) Project sheet "Training of energy savings technicians for groups of firms in Lyon".

Two examples:
The first deals with the heavy wood processing industries which are engaged in a life and death struggle to remain competitive. The mechanized and often, extensively automated production processes suffered severely from the simultaneous upswing of prices for energy and wood. A work analysis produced evidence that considerable energy savings could be obtained by qualifying the machine operators who, up to now, had been considered as semi-skilled workers. A Vocational Training Certificate (Certificat d'Aptitude Professionnelle - CAP), divided into credit units, was created, and because of this a thorough knowledge of energy consumption has now become one of the skills in the qualification profile.

The other example deals with the production of aluminium where energy is one of the determinant factors in the cost structure. A firm in this sector - together with the Ministry of Education - carried out an experimental work analysis which was conducted by the operators themselves with the aid of teachers, with the aim of drawing up a training programme and bringing about a recognition of the true qualification of production staff. Through this simple measure of enabling the workers to participate in the analysis of their work, the firm already achieved substantial gains in the field of energy savings.

This is a field which is still mostly unemplored and which requires intensive measures both in initial training and in vocational education.

12. Micro-electronic technologies

The most radical changes in the employment and training sectors will, without doubt, result from the micro-processor-based technologies: informatics, computerized office technology, robotics, telematics. They will progressively bring about a profound change in industry and the services and will pervade the whole social structure. Many experts believe they

182

see the signs of a second industrial revolution here. It is stressed that this technology will have a considerable impact on employment and the training of men, but one is still far from having the effects under control.

The rapid development of micro-electronic technologies makes the training of people an urgent requirement. As A. FILLION states: One cannot have innovations without innovators... micro-electronics, because of its numerous applications, appears to be the driving force of a generalized industrial revolution which will not be without consequences or without demands, above all, in the field of training". From this point of view the market for continuing training is a good indicator of the demand situation in the economy in this field.

Training supply in a process of change

The structure of the supply of continuing training from the Ministry of Education has changed. Less than 5 years ago the main type of training offered was in the form of short introduction or initiation courses in informatics. Today the training is much more diversified and is based on a clear distinction between management informatics and industrial informatics. This division is a reference to the two major sectors of economic activity, the tertiary and the secondary sectors, and in each of these two sectors the training supply is much better: introductory courses in office technology and wood processing are now offered in the tertiary sector and courses on micro-processors and programmable automats are offered in the secondary sector. (Project sheet 2)

---

(2) Project sheet "Training course on informatics and computerized office technology for a group of women in Ile-de-France".

Apart from the short introduction and initiation courses in programming, more advanced training is also offered - as a part of the 1.1%[+]- and so is training in the field of industrial informatics. Finally, the preparation for diplomas such as the BEP in informatics (Vocational Studies Certificate) is undertaken within the framework of social advancement, however, the long courses for young jobseekers at the level of analysis and preparation of micro-processors have proved to be highly efficient with regard to their entry into the world of work. The private supply of training has also undergone a similar development.

The AFPA has made an effort to modernize its programme and its equipment. In the field of industrial informatics, this takes the form, for example, of introducing numerical command in the traditional training of mechanics or of introducing 4 experimental prototypes within the tertiary sector: informatics technician, management secretary, secretary, word-processing typist.

Two university experiments on the borderline between training and research

More than the other levels of education, higher learning is directly affected by the micro-electronic technologies. There are two essential reasons for this. On the one hand the new demand in employment is directed towards the level of engineers and senior technicians. This is where the largest deficits are to be found at present. On the other hand, in the present phase of accelerated innovation, the link between research and training is of a strategic nature and the university is the place of privilege where the two functions meet.

Two experiments deserve a special mention: the bi-polar training activities of the University of Dauphine and of Paris VII which define a new profile of skills for senior technicians in the field of continuing training by the introduction of new techniques designed not only as a new contribution

---

(+) With respect to the 1.1%, see Introduction, p.184

to knowledge but also as a determinant in the re-structuring of vocational training as a whole. This is an extremely fruitful path of investigation as pedagogical research here is not only concerned with new skills to complete traditional training but with the teaching of new patterns of professional behaviour stemming from these technologies.

The second experiment concerns the inter-university micro-electronic workshop. Established in January 1981 and set up in collaboration with the Paul Sabatier University and scientific research institutes, it is located on the borderline between education and research. It represents one of the most important developments in micro-electronics in the Grand-Sud-Ouest and has the aim of ensuring the training of highly skilled specialists and of helping to promote micro-electronics in small and medium-scale firms by providing them with technical assistance.

A regional coordination programme in Nord-Pas-de-Calais

Training policies in the field of micro-electronics are still in the embryonic stage. At national level the Ministry of Planning seems to be the privileged place for an inter-ministerial policy which finds its expression in a "micro-electronic" plan and could provide the micro-electronic frame of reference for the elaboration of a sound training strategy and produce the impulses for a voluntary training policy.

But it has become evident that decentralized initiatives alone will be capable of translating general orientations of the Plan into action programmes. In this respect the work of analysis and exploration of needs carried out in the Nord-Pas-de-Calais region is of an exemplary nature. Proceeding by means of surveys of the training bodies in the firms, the report draws up a forecast of short and medium-term informatic needs in the regional economy which it then compares with the actual supply of training in order then to derive the orientations and the resolutions; these then assist in defining a new version of the school and university map, fix the priorities in the regional continuing vocational education programme, and lay down the investment objectives for the equipment of training centres.

Adaptation to micro-electronics in Renault

While small and medium-scale firms turn to outside training establishments for their requirements, the large concerns using advanced sophisticated techniques have recognised the fundamental role of training and have earmarked substantial investments for this purpose by establishing internal further training programmes for their employees, as can be seen in the training plan set up by the Renault management. (1)

Training of staff is a part of every plan for automation. The training programme is intended for everyone but it is particularly aimed at:

- the manufacturing staff (machine operators, adjusters of machine-tools, supervisors, draughtsmen),
- the maintenance staff,
- the technicians.

The content and the level of training are adapted to the different staff categories. The training given covers:

- specific training geared to the function of systems (robots, numerical control machines, computer-assisted design),
- general training which places the emphasis on the different techniques used in advanced automation,
- basic training aimed at imparting the fundamental knowledge and skills which are indispensable for a specialist.

In 1980 the training courses in Renault served 1 000 persons and represented 84 000 hours of instruction. A large part of the training activity is computer-aided and this permits the decentralization of training.

---

(1) Training in micro-electronics, by Karl H. Ebel. International Labour Review. International Labour Office, 1981, Vol. 120, No. 6

Whatever the interest of the experiments and the initiatives developed in the last few years to train the workforce in micro-electronic technologies may be, there is a large - qualitative and quantitative - gap between the training and the needs with their rapid evolution. Future projections reveal the necessity of training 145 000 specialists within five years in order to support the informatics, electronics, telecommunications and electronic components industries.

However, 2 300 000 jobs will be directly hit by the various micro-processor applications, that is, almost 16% of the working population.

When mobilizing the supply of education which is being put into operation, there is a risk of confusion between the needs linked to the design and manufacture of micro-electronic products and the needs arising from their application. While the problems of training may be defined quite clearly in design and manufacture because they are incorporated into an already proven organization and logic in the employment/training relation, the same does not apply to the application of these technologies with respect to qualification and organization of work in the numerous secondary and tertiary sectors concerned.

In this case it is not a question of adding some supplementary knowledge of informatics and of ensuring that the material will be properly handled, what is involved here is the re-structuring of the skills which will benefit the introduction of these technologies; at this level training becomes an important social stake because the manner in which it is conceived will have a direct influence on the question whether the risks of de-skilling which these technologies could entail for many jobs, can be mastered. One example: the word-processing machine does not pose any training problems, it only requires a few hours of adjustment to the material; but a training adapted to a new skills profile must make possible the choice of job enrichment rather than job impoverishment within a new organization of work.

In the light of on-going experiments in the firms and the training establishments one may observe a diffuse and intuitive awareness of the substantial impact of the new technologies on the organization and the content of work, the definition of qualifications, and the relevance of the present divisions into professional sectors. But, one also finds that none of the developed countries confronted with the necessity of mastering these new technologies has defined the orientation of a real training policy which itself is a function of the options and the patterns of behaviour of the public authorities, the employers and the trade unions. The problem area "training/new technologies" still consists of vast, mostly unexplored terrain.

2. The prevention of unemployment in the firms (Project sheet 3)

From 1975 onwards the employment situation has suffered a decline: lay-offs and the closing down of firms are on the increase. International competition in many economic sectors compels a number of firms to modernize their production machinery in order to lower the manufacturing costs and raise productivity.

21. The policy of aid to firms belonging to the National Employment Fund (1)

The training activities which the National Employment Fund (Fonds National de l'Emploi - FNE) agrees to finance, imply the signing of training or adjustment agreements.

The training agreements are concluded with enterprises which are embarking on a re-structuring or a diversification of their activities or modifying the organisation of tasks because of technical changes. According to the "1979 balance of FNE activities" a little over 3 000 employees were covered by the agreements in 1979, a figure comparable to that of 1977 and 1978. In 1979, for 67% of the trainees the purpose of the training activities was to prevent lay-offs by enabling internal re-training within the firm. The sectors affected most were metal-working and electronics. The training given in the specialized centres made it possible to acquire a new qualification which, as a rule, was equal or superior to that of skilled worker. The aid given by the Ministry of Labour - for which the arrangements were laid down in the agreement concluded with the firm in question - concerned the operating costs of the course and the remuneration of the trainees (the Ministry was able to reimburse up to 70% of the salary to the employer).

---

(1) Extract from the Delamotte report: "La protection des travailleurs en cas de rationalisation au sein de l'entreprise". Report of the National Conservatory of Arts and Trades, (Conservatoire National des Arts et Metiers) Sept. 1981

(3) Project sheet "Programme of training for redundant workers over 55 years of age from the repair shipyards".

The adjustment agreements mostly concern those firms which are establishing, developing or changing their production and which thus have to deal with the adjustment of their staff to new jobs. The labour contract is retained. The adjustment is wholly or mostly oriented to the jobs concerned and does not generally result in a change of qualification. In 1979, 9 600 persons (50% semi-skilled workers) attended these courses; the sectors concerned were the electrical and electronic sub-sectors of the building sector (re-training of the staff in the telephone sector after the introduction of electronics), of mechanical construction (watchmaking: the transition to the quartz watch) and automobile construction. For this type of course, as also for the training courses, it is the agreement concluded between the Ministry and the firm which determines the amount of financial aid to be contributed by the State.

22. A new scheme in an industrial group (the production units of Thomson-GGP). (Project sheet 4)

Within 5 years the large number of television set manufacturers which existed in Europe have been reduced to two. In the world of European electrical appliances the competitive struggle

---

(4) Project sheet "Qualification scheme for employees of production units of the Thomson-GGP Group".

for survival is arduous. In order to remain competitive in these two sectors vis-à-vis the Japanese and European industries, Thomson has had to take action along two lines:

- a re-organization of manufacturing processes (reduction of the number of components, integrated circuits, magnetic circuits),
- a shortening of the manufacturing period without, however, omitting to keep a strict watch on quality.

All these changes did not proceed without repercussions on the new technologies to be applied. But, anyone who calls for "new technologies" also has to call for "new skills" and this made it necessary to set up a broad training programme for all the staff. This was the option taken by Thomson-GGP.

New pedagogical methods

The attempt to give a professional qualification to persons who are relatively little motivated, particularly by the demands of quality in production, requires the introduction of new pedagogical methods:
85% of the staff working directly in production consist of semi-skilled workers and 85 to 90% of them are women who feel that they are "outside" the objectives of re-organizing manufacturing processes. The function of semi-skilled worker is considered to be downgraded and even degrading particularly and above all by the semi-skilled workers themselves. The interest in the occupational action is low because it is difficult to relate it to a complete product or to a whole unit. And the final obstacle is an ancient dictum of a male-dominated society which has always made the insinuous suggestion that women are allergic to technology.

But evolution is demanding. This qualification, necessary for the staff of firms undergoing a process of change brought about by the introduction of automation, is the only possible defence through which they can protect their jobs. They are compelled to attain mastery over automatic devices installed to replace the manual gestures of their earlier occupational activity.

In order to make them accept this indispensable training, and in order to overcome the workers' negative attitude to training, the trainers recruited for this task selected a form of training which enables self-assessment, which upgrades, and which, through the discovery and the comprehension of the actual world, helps the workers to become aware of their place in society.

Assess: The entire stock of general or cultural knowledge which each person acquires through his initial education and through his daily activities, is much larger than it would appear to be. Some astonishing discoveries were made:

- by the trainers who "assessed" the average level of groups of semi-skilled women workers and found it higher than that of third-year students of the College for General Education (Collège d'Enseignement Général),
- by the trainees who discovered that they knew how to conduct themselves within a dialectical system, who discovered that the ideas or problems which fill their minds are interesting problems.

Upgrade: From the moment the employees were convinced of their ability to get access to a qualifying training measurable through official certificates, it was necessary to make sure that the instruments used did not discourage them. The continuing education of adults deals with people at different levels who have arrived there through different training tracks. The distribution of knowledge therefore, cannot maintain the rational aspect which exists within initial training. And as we are dealing here with the question of making technical training more broadly accessible to women, the problem is doubly acute.

To give an example: in one of the branch offices of the Group, trainers from the Ministry of Education, engineers from the Group and members of the staff services have completely re-designed training in electricity and electronics by taking the following factors as the basis of work:

- the four elementary arithmetical operations,
- the household activities of women,
- activity within the firm.

With the four operations, the use of electricity in household work, the de-mystification of the electronic components which the trainees are well acquainted with because of the 4 000 to 5 000 pieces they see on the assembly line every day, it is possible to teach Ohm's law and to reduce automation to a game.

The trainers then tried to establish the links between the skills acquired by the employees and the skills which had been analysed within the system of Credit Units. They found that a certain number of the women - a higher number than originally assumed - could move on to the Vocational Training Certificate (CAP) and that the majority of them will get their knowledge validated by one or more units within one or more sectors. They can then acquire the missing units in a subsequent training course.

Through this new pedagogical approach the employees who up to now were totally helpless vis-à-vis a difficult labour market, can cope better with all new technological changes which will certainly take place in the coming years in an industry as evolutive as that of television or hi-fi.

Evolution of training content

This give and take between teachers in public education and practitioners in the firms in order to have training which

- takes into account industrial demands,
- takes into account the skills of the workers,
- applies new pedagogical methods,
- but necessarily refers to knowledge which can be assessed by means of official certificates,

has given rise to some questions on the part of one or the other person or group.

The leading executives of the firms have re-discovered the merits and the value of traditional instruction. The faculty which the teachers have of analysing the industrial needs and expressing them in terms of progressions of knowledge, has been appreciated. The heads of the firms have, above all, learned that the two worlds, industry and public service, had the tendency to be on opposite sides, dictated often by professions of faith, as far as minor problems were concerned, whereas the total sum of points in common was immense. This rapprochement between industry and education has also made it possible for the teachers to have a better understanding of technological changes in industry and to realize that certain training programmes require rapid alterations. For example, pneumatics, hydraulics, and automation should today complete the classical training in mechanical and electrical engineering.

This experiment illustrates the questions asked by the ILO in a study of apprenticeship and preparation for working life. There, it is said that the breath-taking pace of progress which has already radically changed our mode of life and catapulted the industrial world into the era of automation, runs the risk of crashing into a major obstacle: if technology takes off too fast, training will lag behind and there will soon be a shortage of indispensable specialized manpower. Generally speaking, programmes which are destined to prepare workers for this rapid change never manage to keep up with the unbridled pace of the introduction of new technologies. But, the study concludes, a training adapted to current needs should never be purely technical; a large part of the time available for training should be devoted to general and cultural education.

Results

The global results in 1982 and 1983 of the Thomson-GGP operation may be expressed in the following terms:

- in 1982 training represented 5% of total Group investments. Almost 1 000 salaried employees attended the training courses with an average duration of 300 hours,

- in 1983 10% of the total investment will be earmarked for vocational training. The average duration of the training activities will be 500 hours.

3. Measures to combat unemployment and particularly prolonged unemployment. (Project sheet 5)

As the entry of young persons into the world of work was not one of the subjects included in the terms of reference of this study, we will only recall that the public authorities in their struggle to combat unemployment have given priority to the implementation of an important legal provision which will make it possible in 1982-1983 to offer the chance of social and occupational entry to a population of about 100 000 youngsters in the 16-18 age-group who have had no vocational training.

This provision envisages the creation, over the whole national territory, of permanent reception, information and guidance centres where every young person can be "heard" and "advised" by all the institutions concerned, and, in those municipalities where the problem of entry of youth into working life is particularly urgent, it envisages the creation of "local centres " with broader objectives.

Alternate training activities, either for qualification or entry, and intensive orientation courses are proposed to the young persons. A system of validation of knowledge should enable a close link between entry-geared training and qualification-geared training. (Project sheets 6 and 7)

31. Measures for the vocational entry of persons with prolonged unemployment laid down in the Circular of August 6, 1982

The increase in the number of jobseekers has had the effect of considerably prolonging the average duration of unemployment.

---

(5) Project sheet "Pre-training/guidance scheme for women in Montbard".

(6)Project sheet "Youth scheme for the establishment of a services cooperative in Toulon".

(7) Training activities for youth without qualifications within the framework of a European pilot project".

The number of unemployed persons registered for more than a year in the National Employment Agency exceeds 500 000 at present. The public authorities have decided to give preferential support in the second half of 1982 and in 1983 to this specific group of jobseekers by mobilizing more funds for their guidance, assessment and training.

As far as training is concerned, the activities initiated by the public employment services to help persons with prolonged unemployment is based on the two following lines of action:

- implementation of guidance and assessment activities which will, after maintenance, enable an individualized diagnosis (see the following paragraph on the experimental services offered by the ANPE),
- an increase in the number of courses aimed at improving the employability of these jobseekers and making it easier to place them:
  - remedial courses lasting from 40 to 500 hours which aim at reducing the gap between supply and demand in unemployment, the firms having agreed to reserve their vacancies (local level),
  - training courses organized by the National Employment Fund after having identified potential qualified jobs. The courses are carried out by public or private training establishments at the initiative of the public employment service after AFPA has exercised a pedagogical control.

32. New experimental vocational guidance services offered by the National Employment Agency

These take the form either of short courses on jobseeking techniques or longer courses where a vocational project is drawn up.

The vocational guidance sessions

These sessions with a duration of 50 hours are composed of a period of trainee guidance (40 hours) and a period of follow-up (10 hours). They have the aim of enabling jobseekers to undertake a personal and professional assessment of their skills, their interests and their motivations, to elaborate a vocational project which may or may not require training (the option for vocational training deriving from the vocational project selected by the person concerned), to acquire a methodology which will enable them to get information on the occupations, on training and the labour market, to undergo training in jobseeking techniques (composing a curriculum vitae, knowledge of recruitment procedures, etc.)

Launched in September 1981 at the request of the Delegation for Employment (Délégation à l'Emploi) for 1 000 unemployed persons who ran the risk of long-term unemployment, they constitute the beginning of a true right to vocational guidance. The goal, that of setting up a realistic vocational project, was at first envisaged for high-risk jobseekers who had been registered at the ANPE for about 3 months. The hypothesis at the start was that such courses should provide preventive aid to jobseekers who run the risk of facing long-term unemployment. But now it is felt that it is up to the Vocational Counsellor to define the moment when the jobseeker is considered to be motivated enough to really benefit from the vocational guidance course. Intermediate appraisals of the first courses showed that the trainees were satisfied: they had acquired greater dynamism and a personal methodology with which to face the problem of unemployment. They had emerged from their isolation in a situation which was considered to be degrading. The quantitative results - drawn up on the basis of two questionnaires sent to each trainee, the first at the end of the course and the second at the end of the follow-up period - are undoubtedly positive:

- at the end of the course 51% of the trainees decided to look immediately for employment, 35% were considering vocational training,
- at the end of the follow-up period (at the latest, three months after completion of the course) 23% had found employment corresponding to the project defined during the training course, 15% had actually started training.

Improved counselling interviews

The interview is the basic service offered by the vocational counsellor. The ANPE is trying to improve its effectiveness by incorporating instruments for personal and vocational appraisal and by integrating it into a coherent package of new guidance and jobseeking services.

The pre-guidance session which includes a personal and vocational appraisal

In its present form this is a technical service intended for small groups whose members are still in a state of flux with regard to the maturity of their vocational project, but who present similar features with regard to their occupational situation and their socio-occupational category.

Day meetings devoted to "jobseeking techniques"

These are days which are focused on active jobseeking methods. This service is intended for persons with a relatively well-defined vocational project which now has to be validated on the labour market, and who have been unemployed for not more than three to four months.

33. Guidance for jobseekers directing them towards the quest for new sources of activity and the creation of their own companies. (Project sheets 8 and 9)

Local schemes have been set up in order to encourage jobseekers to establish their own companies. The most interesting activity in this respect is the economic re-deployment scheme set up in the Loire department (see project sheet).

II. CHANGES IN THE ENVIRONMENT

1. The contribution of training to regional and local development

Training seems to be an important factor because of its influence, not only on vocational skills, but also on the ability of the people to promote and to accept the changes required within the framework of local economic development (re-structuring of activities, creation of companies, etc.).

11. The creation of new programming and planning tools in education

Although the system introduced by the law of July 16, 1971 with regard to the organization of continuing vocational training has not brought about a rapid change in the administration of funds earnarked for training, its flexibility has, in specific cases, made it possible to have experiments of educational programmes geared to external economic objectives. Thus, when the industrial complex of Fos and the new town of Etang de Berre were set up, a regional group was established in order to systematically study the links between employment and training with a view to bringing about a more rational allocation of training funds in the zone under consideration. Experiments of the same type have been carried out in other regions where the State actively intervened in coordinated economic development programmes: programme for the re-structuring of crisis zones or crisis sectors, large nuclear construction sites, development plans for mountainous areas, "contrats de pays", etc.

---

(8) Project sheet "Coordinated training scheme for the economic reconstitution of the Loire".

(9) Project sheet "Training courses - aids to set up a crafts firm".

In the course of these different activities several regions have designed new programming and planning tools within the framework of these regional schemes.

12. The establishment of specific training programmes linked to local development activities. (Project sheets 10 and 11)

The origin of the projects and the objectives pursued

A new consideration of educational policies as tools in the service of development was the subject of experiment in local programmes aimed at supporting a profound change in economic and social structures. Activities of this type were to be found mainly in two large categories of zones:

- in sites which, because of their location, lend themselves to the introduction of large-scale urban and industrial investment programmes (training activities linked to the establishment of nuclear construction sites, for example),
- in regions cut off from the growth process: de-vitalized rural zones, zones in a process of industrial change, impoverished urban districts (permanent education centres of new towns, priority urbanization zones, etc.).

The common features of training programmes

Given the diversity of the activities mentioned, it is difficult to evolve a complete synthesis of the various innovations contained in these experiments. One can, however, list a number of common features which make it possible to show their originality and their relative novelty in relation to traditional training practices.

- All the activities mentioned are tied to global re-structuring and economic and social development projects

The approach consists of taking a social situation or a project covering a diversified entity of persons or groups as the point of departure and then constructing the best adapted educational

---

(10) Project sheet "Large nuclear construction sites".

(11) Project sheet "Experimental training schemes for persons with several jobs in the mountainous areas".

response, i.e. the response which will bring about the changes in skills required to attain the fixed objective. In all the cases in question a request had been made for aid from the State or from the local authorities, but the driving force came from the local population whose training was intended to improve the ability to design projects, the ability to develop entrepreneurial faculties, the capacity of administration and development. The global nature of these interventions is not manifest in the economic activities alone. It is also to be seen in the consideration given to the concrete complementarities between social life, cultural life and the economy.

- Training plays an active role in the definition of development objectives and in the permanent promotion of the programme

In most of the development projects the public authorities and the population have entered into a formal relationship to define the objectives on a contractual basis. During this initial phase the trainers are associated with the project and participate actively, sometimes in the form of training courses, in the elaboration of the training programme. Thus, there is a real function of educational promotion in the preparation and analysis-of-needs phase which is then extended into the actual training phase in order to ensure there is a link-up with the entire project.

- The target groups of training are diverse and so are the subjects

The proposed programmes cover different sectors of economic and social activity, the social groups involved are seldom affected by the traditional channels of training. It is therefore, necessary to approach extremely diverse trainers and technicians. But, the various components of the improvement activity are viewed in the context of their interdependence and this leads to the creation of a coordination structure with an overall view of training.

- The organizational arrangements are conceived in such a way as to ensure coordination between several financing bodies, several trainers, economic circles and the local authorities

All the activities mentioned combine diverse types of funds of educational origin (European Social Fund, National Vocational Training Fund, Social Action Fund, etc.) or economic origin (DATAR, the Chambers' organizations) or those provided by the local authorities.

These funds are all tied to different legal systems of allocation and supervision which makes it difficult to fit them all into one common project. In addition, they are also relatively specialized. It was thus necessary to find solutions which would make it possible to group the different types of funds into one single administration system and, at the same time, adapt them to the specific requirements of training, i.e. decentralization, the small sizes of groups, alternance, and the importance of the promotion and follow-up of the trainees. To this end, experiments were carried out on new and original forms of agreement combining both the unity of the project and effective control by the various organizations.

The programmes are administered either by a designated pilot organization or by an association of the various financing bodies.

- The training contents and the pedagogical methods have been modified

The necessity of designing training activities which cover several sectors and are close to actual economic situations has had several consequences:

. specific pre-promotion structures have been set up with the aid of persons vested with technical and economic responsibility,
. the training activities are closely linked to individual and collective economic projects. A strong link has been established between the period of acquisition of knowledge and reflection, and the phases of practical application,

- the reception structures have been diversified and include the large-scale utilization of premises which are not essentially intended for educational purposes,
- the training schemes have been conceived in an extremely decentralized manner and in such a way that they can be adapted to small groups or even to individualized training (modular training activities, "à la carte" programmes, etc.),
- greater importance has been assigned to the validation and the transmission of real skills,
- the training organizations have often made use of occasional trainers recruited from the local field,
- a part of the funds have been set aside for the follow-up in the field of former trainees and for project evaluation.

Finally, it has been found that the formulas adopted for training have made it necessary to set up decentralized pedagogical aid systems based on the practices of local trainers and with the accent on self-training systems; this schematic presentation should, however, not mask the difficulties which are encountered in this type of operation. Indeed, in all the points which have been mentioned the quality of the results fluctuated and many difficulties arose in the execution of the schemes. Further research has been envisaged in order to obtain a more precise model. This research should make it easier to pinpoint the most significant aspects of these experiments.

13. The emergence of new functions for the development agents

Given the larger number of programmes for integrated development and regional planning and a more profound knowledge of the interdependence of economic activities in the growth process, new vocational practices have emerged.

Indeed, if the different programmes which have been implemented at local level in the course of the last few years are observed, it is seen that they were based primarily on three types of persons, all of whom may be classified under the general term of "development agent".

First of all, there are the natural leaders of the local population (heads of associations, elected representatives, etc.) who play a central role in the emergence of new social practices.

Then there are the technicians or vocational advisors belonging to specialized sectors (officers of the Chambers of Commerce, Agriculture, Trades, promoters of social and cultural equipment, secretaries of the Mayors' offices, etc.). During the last few years these local agents have established links between their field of action and other sectors of activity in an attempt to incorporate their sector into the overall structure of local activities. By overcoming these boundaries they have at times assumed the function of development agents.

Furthermore, while implementing general development programmes it was necessary to recruit all-round development officers who had to fulfil several tasks:

- study the economic situation and development perspectives,
- obtain a minimum consensus between economic and social agents and local administrations and authorities on the objectives of increased activities and improvement of structures,
- help in the implementation of these objectives, mainly by giving technical assistance and trying to find financial resources.

Recruited mainly because of their capacity for analysis, their knowledge of the workings of the State and their social roots, these men feel a great need for training (exchange of experience, technical training) and for a clarification of their status.

2. The system of credit units, a generator of innovations

(Project sheets 12 and 13)

At the pedagogical level resistance to change - and this is a well-known fact - takes on two forms which are apparently contradictory and have a strong objective convergence: the obstacle to innovation and experimentation as an alibi.

---

(12) Project sheet "Permanent training centre in Reims"

(13) Project sheet "Training in building and construction through credit units in La Bugellerie".

As far as the obstacle to innovation is concerned, there is not much to say: all pedagogical systems establish structures (hierarchy of administration, body of inspectors...) which - even if their creation was in response to an innovation project - do not take long to start playing a conservative role.

As for experimentation, it also, in most cases, is somewhat like a "fixation abscess" - "a vaccination abscess" Barthes would have said. A modicum of controlled innovation, endowed with its specific funds and regulations permitting exceptions to the rule, is the best method of giving a semblance of life to an entire system while conserving its immobility.

These experiments, which one is seldom prone to extend and never prepared to generalize, have one thing in common and that is: by decoupling the pedagogical plane from the institutional plane they eliminate the possibility that a spread effect will cover the whole of the educational system.

From this point of view, the experiments on the preparation for diplomas through credit units for adults, and on continuous assessment in the vocational education schools occupy a very special place, in so far as, firstly, they develop a specific pedagogy, and secondly, they propose a certain method for the award of the certificate or diploma. But, the importance assigned to diplomas in the French system of education is quite well known. The rigidity which they introduce into pedagogy - where the content of the examination tends to become the final aim of learning - is even more acute in the case of vocational certificates as these are the result of negotiations between the social partners and are laid down in collective agreements. One can, therefore, never hope to introduce a structural change in teaching without touching the definition and the content of the certificates.

21. Validation of credit units and experiments on continuous assessment

This is based on an analysis of the concept of vocational aptitude. This general aptitude defined by the examination can be broken down into units of characteristic skills which in turn can be further analysed in terms of knowledge or know-how which define the progression of continuous assessment in initial training and enable the positioning of adults through the award of creditable units of assessment.

- **Reference framework and analysis of skills**

It is necessary, on the one hand, to define and describe characteristic skills in the technological and vocational field and, on the other hand, to identify in the common core of subjects (mathematics, science, French, general knowledge of the contemporary world, and possibly modern languages) the parallel intellectual tools required to attain the occupational skills. Thus, for a given diploma, there is a corresponding field of validation which is specific to it and which is the technological and vocational field it covers, while the other fields are common to several diplomas even if the level of requirements imposed within these fields sometimes differs depending on the diplomas in question.

- **Definition of units**

The identification of the different levels of performance makes it possible to define a series of units (rank 1,2,3,4,5...) within each field. In relation to the unit which is immediately inferior in rank, each unit is defined by a superior degree of accomplishment and self-reliance in the knowledge and skills acquired and, in the great majority of cases, by an additional amount of knowledge and skills.

When an adult has reached the performance level corresponding to a unit defined in this manner, he is awarded the certificate attesting his achievement. At present, it is valid for 5 years. During this period, even if the adult has interrupted his training, he is not required to produce fresh proof of his skills in this field and for the rank in question. The final level of performance required in each field is fixed for each certificate or diploma.

- **Award of the units**

In the case of adults, when they commence training, a team of training staff and the adult concerned fix the level of knowledge acquired by the latter in each field:

- if it appears that, in certain fields, this acquired knowledge places him at the level of a terminal unit for the diploma which he is striving for, he can undergo an assessment test, and if the examining board acknowledges that this adult has the corresponding skills, it awards him this unit,

- if he follows a training course within the credits system, he enters a process of formative assessment through which, with the aid of the trainer, he continuously determines his own position in relation to the skills to be acquired. The assessments of the knowledge acquired are entered, together with documentary evidence, in a validation file which is submitted to the corresponding examination board. This method of assessment is called continuous assesment. It is practised in those centres which are entitled to apply it.

The board of examiners authorized to award each diploma through examination, either in initial education or in adult education also has the competence to award the constituent units for the corresponding diplomas within the framework of the credits system.

- **Award of certificates and diplomas**

When an adult has obtained the award of a terminal unit in all the fields, he is automatically in possession of the diploma. The corresponding certificate will be awarded to him by the examination services of the "Inspection Académique" or the "Rectorat".

22. Assessment of achievements and strategy of learning

• Formative assessment

It is evident that this system introduces the practise of formative assessment in training together with all the new facets that this implies: focus on the learner in the learning process, development of the ability of the student and the adult undergoing training to assess himself, the new role assigned to the trainer. The measurement of the path already covered is at least as important to the traveller as the path which awaits him on arrival; assessment is not only necessary for validation, but it is necessary for the training itself; this concept entails a clear distinction between the assessment undertaken for the purpose of validation which one may call normative assessment, and the permanent measurement of acquired skills and knowledge which is integrated into the act of training and which may be called formative assessment.

This involves a detailed analysis of the objectives to be attained, an acceptance of this analysis both by the trainer and the trainee, the construction of tools to measure the attainment of the objectives, and the utilization of these tools for a measurement of the knowledge acquired by the trainee which is as objective and balanced as possible. These four steps are not alien to training, they are constituent elements of the act of training. Knowing what one knows and what one can do is a part of knowledge and know-how. This formative assessment which is necessarily a co-assessment in relation to clearly defined objectives situated within a frame of reference and negotiated by the trainer and the trainee, is part of a system of teaching by contract.

• Continuous assessment and assessment by test

Even though formative assessment is necessarily more or less a permanent feature during training, there is no reason why at specific moments chosen by the institution, the measurements obtained should not be submitted to a normative assessment in order to get validation, with due consideration of institutional constraints. It is this mechanism preventing an accumulation of assessments which was set up in the LEP experiments in initial training and the UC adult education experiments under the name of continuous assessment.

It should be observed that these are the same assessments or at least a part of them, which are examined from a new angle by the persons involved. But there is nothing to prevent the elaboration of tests which make it possible to verify whether the knowledge and know-how fixed in the reference framework have been acquired. These highly specific tests enabling a positive assessment of achievement which can benefit accumulated experience in the practice of continuous assessment, make it possible to overcome the contradiction between these two assessment mechanisms. The specificity of the system is thus anchored in the existence of a reference frame in which the practice of continuous assessment is the touchstone and which gives a detailed specification of all the skills required for the award of the certificate or diploma.

- One can see that this pedagogy of assessment coupled with the institutional practice of continuous assessment, not only includes new mechanisms in the award of certificates and diplomas, but also contains a new relation between the content of training and the award mechanisms which necessarily implies new attitudes and new practices on the part of the trainer:
    - This system invests the trainer with a new role. The latter, the possessor and the transmitter of knowledge, now becomes the "resource person" who helps the adult to formulate his own project and to determine his position in relation to his objectives through assessment of his acquired skills, who accompanies and assists him in his individual voyage through training. In each phase of the training the trainer explains the pedagogical objective pursued.
    - The content of the training is necessarily transformed into operational objectives and thus compels the trainer to have a clear idea of his own objectives and those of the institution, and to compare them with the individual objectives of the trainees.

- Each trainee may define his own learning objectives and this enables him to set out on a voyage of individualized training. The credits system thus enables an infinite variety of different learning arrangements while permitting the award of the whole or a part of the same diploma.

Thus, this double link of the system to the institutional set-up and to pedagogy gives it a highly original place within the French system of education: while leading to certificates and diplomas which are the same as those awarded through other methods, this type of training is not locked into an enclave and cut off from all outside contacts as it could be in a ghetto experiment or in a "fixation abscess". But this method of measurement and validation of acquired skills also implies a pedagogy which transforms the role of the trainer and the educational institution by forcing them to face the fundamental question which is often smothered: to what purpose do I teach? And it transforms the attitude of the trainee and forces him to ask himself: to what purpose do I learn?

3. Innovations in training methods

The variety of training methods makes it possible to introduce new duration periods of learning, new places of learning and new teaching instruments.

31. Diversification of the duration of training

Training is being defined less and less in terms of a set period (e.g. the time required to obtain the Certificat d'Aptitude Professionnelle - Vocational Training Certificate - is 3 years)but more in terms of the acquisition of skills. The rigidity of a "programme" is no longer suited to meet the many needs or to bring about the diversification of the structures. The concept of training modules offers a better adjusted flexibility.

A module is a teaching unit of varying length defined by a set of objectives which may be formulated in terms of the

skills to be acquired. A teaching module can locate one or more of the training sequences in the educational institution and one or more of the sequences in a firm. A training module responds to precise and explicit objectives negotiated by the various parties concerned; it is coupled with other modules so as to fit in with the varied periodicities of training time.
It may or may not correspond to the skills required for the award of a credit unit. As for the modules, it is possible to have two types of variation in training time:

- modulable duration: the training remains coherent whatever the actual duration of each training time may be (full-time, part-time - a day, a week, a month) and this allows greater flexibility, the optimal utilization of educational leave and an adjustment to the different characteristics of the different target groups;
- modulable periodicity: each of the training periods may be more distant or less distant from the previous one, this makes it possible to manipulate the total duration of the sequence by optimizing the effects of the latency interval between two training periods.

32. Diversification of the place of training

The school no longer has the monopoly as the place of education. Education is now found in new places:

- The environment at the place of training: the changes in the socio-economic environment and the life setting give rise to training requirements which will enable the groups concerned to adjust themselves to these changes and to cope with them easily. One idea which is gaining ground is that it is the very changes in social life which can, in a more or less direct manner, constitute a "training system". This is strengthened by the necessity of individualizing the training of adults, the tendency towards self-training, the call for recruitment of "ad hoc trainers" who work full-time in a profession and whose training activity is limited to certain specific functions.

There are many factors which tend to summon and mobilize the environment and all its actors for the purpose of training.

- The firm as the place of training within the framework of alternance training: alternance training consists of an overall pedagogical project which links up sequences of general and theoretical training given by a training institution with sequences of practical training undertaken in a firm. It is intended for young persons in the 16-18 age-group who have left the school system without any qualification and who are unemployed; it takes the following forms:
  - an alternating type of training which has the aim of acquiring a recognized qualification, preparing for a job and social integration,
  - an alternating form of training for the social integration of young persons who find it impossible to get access to training for qualification.

33. Diversification of educational tools.
(Project sheets 14, 15 and 16)

The education of adults mobilizes tools which are becoming increasingly diversified: audio-visual tools, self-training systems (home study courses), informatics (computer-assisted instruction), documentation. The trainers are starting to design these tools themselves and place them at the disposal of the trainees.

For the last three years attempts have been made within the the framework of pedagogical reform to establish pedagogical resource centres based on these ideas of self-training and out-of-school educational resources.

The first phase of this work started in 1979 in a school Belfont-Montbéliard which presented its project in the following terms:"A large number of trainers confirm that the courses are only the structural supports of training" Outside the courses however, the adult still retains his "training preoccupations" and thus mobilizes his daily "lived experience".

---

(14) Project sheet "Establishment of a centre for pedagogical resources in Belfont-Montbeliard".
(15) Project sheet "System of management self-training for craftsmen".
(16) Project sheet "Antelim: an attempt to find new modes of communication for men of the sea and the coast".

The resource centre tries to facilitate such mobilization. It is a place for self-training which can be located either within or outside the conventional place of training. It tries to link up primarily with the place of work or the home environment.

Its functioning which is sometimes geared down through the use of mobile aerials or relay-stations, tries to make use of existing equipment (municipal libraries, for example) and offers easy accessibility thanks to its flexible working hours. This means that the resource centre is more a guiding idea for the organization of pedagogical reform rather than a concrete training instrument. Its implementation is undertaken by means of instruments respecting the options described above: alternance and the modules.

Conclusion

It is seen that there is a convergence of innovations towards a set of priorities which constitute the major axes of short and medium-term vocational training policy in France:

- entry of youth into working life, in particular the 16-18 age-group,
- better forecasting and planning of training needs both at regional and at sectoral level under the impact of new technological training paths,
- elaboration of training supply for new skills linked to a new economic policy,
- better use of training as a tool for local and regional development.

REACTIONS OF THE WORKING GROUP WHICH CONVENED ON THE INITIATIVE OF THE MINISTRY OF VOCATIONAL TRAINING

- It underlines the necessity and the difficulty of defining the term "innovation" as against "novelty", "trend" "experiment".
- It confirms the consideration given in this report in all fields of intervention to the trainees as the actors in the field of innovation. The employment situation is one of the factors which reveals social change and the objectives are negotiated with the persons concerned, the aim being the accumulation of new knowledge and skills in the sense of the "skill of being" and the "skill of doing".
- The socio-economic situation induces the educational system to be "innovative". The innovations always concern employment (the spearhead of action) and the trainers have to become agents to combat unemployment. However, the "innovative" situations are highly heterogenous and can cover both emergency measures related to economic and social objectives at stake, and basic reflective and methodological approaches.
- The new roles of the trainer: one, an agent to combat unemployment, two, a development agent, make it necessary to re-examine the training of trainers. A vast amount of work remains to be done in this field.
- The entire qualification system should be reviewed on the basis of a survey carried out by the public authorities on the structure of the labour market and the supply of training.
- The innovations described in this report reflect changes of a qualitative nature (methodology, grasping of new problems) rather than a quantitative nature (in the last six years, same level of funds for training, same number of people trained).
- The Group would like to underline the absence of the research dimension and the weakness of assessment mechanisms in the new fields for which training is now being used.

ANNEXES

LIST OF ABBREVIATIONS

ADI	Agence pour le Développement de l'Informatique Agency for the Development of Informatics
AFPA	Association Nationale pour la Formation Professionnelle des Adultes National Association for Adult Vocational Training
ANPE	Agence Nationale pour l'Emploi National Employment Agency
BEP	Brevet d'Etudes Professionnelles Vocational Studies Certificate
BTS	Brevet de Technicien Supérieur Higher Technical Certificate
CAP	Certificat d'Aptitude Professionnelle Vocational Training Certificate
CFC	Conseiller en Formation Continue Continuing Training Counsellor
DEA	Diplôme d'Etudes Approfondies Diploma in Advanced Studies
FNE	Fonds National de l'Emploi National Employment Fund
GFC-BTP	Groupe Formation Continue du Bâtiment et des Travaux Public Group for Continuing Training in Building and Public Works
GRETA	Groupement d'Etablissements Group of Establishments
LEP	Lycée d'Enseignement Professionnel Vocational Secondary School

BRIEF DESCRIPTION OF THE MAIN INSTITUTIONS MENTIONED

ADEP (AGENCE NATIONALE POUR LE DEVELOPPEMENT DE L'EDUCATION PERMANENTE)

NATIONAL AGENCY FOR THE DEVELOPMENT OF PERMANENT EDUCATION

A PUBLIC ESTABLISHMENT
set up following the laws of July 1971 "in order to contribute to the development of permanent education and particularly that of continuing vocational training", its activities are a part of the policy of concertation pursued by the public authorities with respect to other actors on the economic and social scene, in order to help, stimulate and coordinate the initiatives of the latter in the field of education.

OF AN INDUSTRIAL AND COMMERCIAL NATURE
ADEP has been endowed with a light and flexible structure which enables it to intervene rapidly at the request of the many partners with which it has a contract (public and private companies, professional and parity-managed organizations, associations, local authorities, internal organizations, administrations, etc.).

UNDER THE SUPERVISION OF THE MINISTRY OF EDUCATION
As a support instrument for the experimentation, innovation and research activities of the public training services, ADEP has the primary task of helping these services to constantly adapt their resources to the needs of adult groups and groups of young persons leaving school.

AFPA (ASSOCIATION NATIONALE POUR LA FORMATION PROFESSIONNELLE DES ADULTES)

NATIONAL ASSOCIATION FOR ADULT VOCATIONAL TRAINING

A tripartite association based on the 1901 act (public authorities, trade unions, professional employers organizations) under the jurisdiction of the Ministry of Labour and Participation and placed under the supervision of the Delegation for Employment.

Together with the ANPE, the AFPA provides the public service of adult vocational training.

Tasks: Participate in the implementation of an active employment policy and in all initiatives taken by the Ministry of Labour to improve the efficiency of the employment services. Ensure and develop the promotion of adult education, particularly the vocational education of adults.
Study the problems of the adaptation of man to work and work to man, and also the scientific and administrative aspects of the use of psychotechnical selection methods.

ANPE (AGENCE NATIONALE POUR L'EMPLOI)
NATIONAL EMPLOYMENT AGENCY

Public establishment of an administrative nature placed under the supervision of the Ministry of Labour.
Tasks: Reception of and information to workers. Quest for open jobs and placement. Guidance of jobseekers. Promotion of remedial courses.

DELEGATION A L'EMPLOI
DELEGATION FOR EMPLOYMENT

Under the supervision of the Ministry of Labour; created in 1975 in order to introduce a function of conception and promotion of employment policy to the conventional administration activities of the Ministry; it is directed by the Delegate for Employment.

The objectives of its policy are ensured jointly by the Delegation and the two establishments under its supervision: the ANPE, the AFPA and all the external services of the Ministry of Labour.

It is also responsible for the supervision and management of the National Employment Fund.

GFC-BTP (GROUPE FORMATION CONTINUE DU BATIMENT ET DES TRAVAUX PUBLICS
GROUP FOR CONTINUING TRAINING IN BUILDING AND PUBLIC WORKS

Parity-based professional group for continuing training in the industries of the building and public works sector.

The GFC-BTP is a training insurance fund which collects all or a part of the compulsory contribution to continuing training paid by the whole profession. It is an 1901 association which covers all the firms in the profession and which functions according to the rules of an extended collective agreement. It is an organization with a parity set-up.

LIST OF PROJECT SHEETS

1. Training of "energy savings technicians" for groups of firms

2. Training course on informatics and computerized office technology for a group of women in Ile-de-France.

3. Programme of training for redundant workers over 55 years of age from the repair shipyards.

4. Qualification scheme for employees of production units of the Thomson-GGP Group.

5. Pre-training/guidance scheme for women in Montbard.

6. "Youth" scheme for the establishment of a services cooperative in Toulon.

7. Training activities for "youth without qualifications" within the framework of a European pilot project.

8. Coordinated training scheme for the economic reconstitution of the Loire.

9. Training courses "aids to set up a crafts firm".

10. Employment and training on large construction sites.

11. Experimental training schemes for persons with several jobs in the mountainous areas.

12. The permanent centres of GRETA in Reims.

13. Training in building and construction through credit units in La Bugellerie.

14. Establishment of a centre for pedagogical resources in Belfont-Montbeliard.

15. System of management self-training for craftsmen.

16. Antelim: an attempt to find new modes of communication for men of the sea and the coast.

LIST OF MEMBERS OF THE WORKING GROUP CONVENED ON THE INITIATIVE OF THE MINISTRY OF VOCATIONAL TRAINING

Michael ADAMS (CEDEFOP)
André VOISIN (Delegation for Vocational Training)
Edmond MOURET (Delegation for Vocational Training)
Guy COSSAIS (CFDT)
M. KOPP (Thomson-GGP)
Guy JOBERT (University of Paris-Dauphine)
Catherine CHRETIEN (ADEP)
Dominique GRANET (ADEP)

Excused:

Alain ELIE (Ministry of Education)
Marcel LESNE (CNAM)
Alain JECQUOT (ANPE)
Didier JEANPERRIN (AFPA)
Jean-Francois NALLET (Centre INFFO)
André FILLIOU

Anco The Industrial
Training Authority
Research and Planning
Division Dublin

Claire Hastings
Assisted by
Margaret Barry
Caroline O'Reilly

June 1982

IRL

CONTENTS

Page No.

SECTION I 234

Introduction 234

Selection of Key Innovations and Response to Survey 237

National Background 239

SECTION II 243

Trends in Continuing Education and Training Initiatives in response to the challenges posed by New Technologies 243

Trends in Continuing Education and Training Initiatives developed in response to the threat of unemployment 246

Trends in Continuing Education and Training Initiatives designed to assist the Unemployed, particularly the Long-Term Unemployed 248

Trends in Innovations in relation to Supplementary Themes arising from the Irish study 250

SECTION III: Summary and Conclusions 252

APPENDICES

Appendix I : List of selected record cards 256

Appendix II: Selected bibliography 258

Appendix III: Members of the National Working Group 259

1. INTRODUCTION

Survey Objectives

This report summarises the main trends in relation to 'Innovations in Continuing Education and Training', and is based on a national survey of innovations which was carried out by AnCO-The Industrial Training Authority for CEDEFOP - The European Centre for the Development of Vocational Training based in Berlin. This report and the survey data gathered are an extension of previous work carried out at CEDEFOP in 1979 in relation to innovations. The produce of the previous work was a file containing details of innovations gathered; this exercise differs in having three main end products. These are:

(a) A brief report on trends for each country, based on twenty selected innovations.

(b) Record cards for twenty key innovations - see Appendix 1 for list of key innovations.

(c) Non selected record cards and additional documentation. These are not contained within this document but can be consulted through AnCO.

This exercise has produced a comprehensive data bank of the most recent and innovatory developments in the field of Continuing Education and Training. It should be valuable to those involved in research or in the implementation of future projects. It is also envisaged that through this exercise links at European level will be forged and experiences gathered in a particular area will be used to assist similar developments in other settings.

Methodology

Before describing the trends which emerged, it will be helpful to put the report in context by firstly looking at the methods used in the survey. While the scope of this survey was to look at the total field of innovations in relation to Continuing Education and Training, CEDEFOP requested that the study should concentrate particularly on the following three priority areas:

(a) Training initiatives in response to the challenges posed by new technologies.

(b) Training initiatives, particularly those within companies to respond to the threat of unemployment.

(c) Training initiatives to assist the unemployed, particularly the long-term unemployed (i.e. those unemployed for longer than one year).

Not less than 60% of the report on trends was to be concerned with these priority themes, the remainder of the report to be supplemented by themes emerging from the survey as having national importance. While this scheme for observing the trends constrains in some sense the recording of the natural distribution of innovations, it has the overall advantage of ensuring some comparability of reports among all nine countries and should facilitate exchange of information between countries.

Given such a wide brief for the survey and the fact that it is not possible to be empirically exhaustive in such an exercise it was decided that we try to be as comprehensive as possible in covering all possible areas where innovations might be taking place and that each project submitted would be examined as to its suitability for inclusion, on the basis of its meeting agreed detailed criteria and definitions as set down in agreement with the National Working Group.

These definitions and criteria are set out in the general introduction and are therefore not repeated in detail here: their emphasis was however on activities which

- are of recent origin
- are 'new' in respect of one or more of their key features
- have clear vocational significance.

The collection of information on innovations was carried out using a variety of strategies including:-

(a) Seminars:

Two half day seminars were organised for representatives of key organisations/sectors. The purpose of the seminars was to inform participants of the objectives and background to the study and the function of CEDEFOP. Participants were then asked to join a working group generally composed of individuals with similar interests. Each group member was asked to identify innovations known to him/her and a special form was supplied on which to note innovations. The seminars ended with a presentation from each group and an outline of the future direction of the project.

(b) In order to identify any possible areas for inclusion which might not have emerged from the seminars

- information sheets, research registers, journals etc. were scanned for possible innovations
- contributors to national and regional conferences and discussions concerned with developments in continuing education and training were identified
- AnCO's Training Advisory Service through its adviser network was asked to identify any initiatives taking place in industry
- a notice giving details of the study and inviting submissions was placed in relevant journals.

(c) Based on all these approaches a list of organisations and network of contacts were compiled. A record card, letter and explanatory leaflet was sent to all those on the list. A follow up phone call took place after one week of non response to offer assistance with the completion of the record card. Approximately 50% of the postal record cards were followed up by a personal interview.

Selection of key innovations

Out of the total of eighty-seven innovations, we were requested by CEDEFOP to select twenty key innovations which illustrated the priority themes listed on p. 235 Our selection of these twenty was made on the following criteria

- approximately five from each priority area to reflect the interest expressed by CEDEFOP
- approximately five to illustrate other themes outside priority areas
- an attempt was made to select the most innovative projects i.e. those which would point the way to a new methodology or approach
- an effort was made to identify those which were most unique in a European context.

Responses to the Survey

A total number of 118 record cards were returned; these represented 105 projects, which on examination with reference to the criterion established (see general introduction for details), yielded 90 usable projects. These projects then were categorised as to which priority area they came within and the following distribution emerged.

		Selected Innovations	Total
Priority Area I	Innovations in response to the challenges posed by new technologies	5	12
Priority Area II	Innovations particularly those within companies to respond to the threat of unemployment	5	11
Priority Area III	Innovations to assist the unemployed, particularly the long-term unemployed (i.e. those unemployed for longer than one year)	4	16
Additional Innovations	Innovations in relation to: 1. Transition from school to work 2. Training for Women 3. Distance Education	5	51

A total of 19 innovations were identified as 'selected' ones, on which to base this report on trends, out of a total possible number of 90 innovations.

Further analysis of the record cards revealed the following:

- 6% of the activities were designed for the 15-18 year old age group, 7% for the 19-24 age group, 7% for 25-55 age group, 47% for mixed age groups and 33% said age was not applicable.

- 4% of the activities were for school-leavers, 1% for the self-employed, 22% for the unemployed, 22% for other categories, 18% for mixed groups and 32% said the criterion was not applicable.

- approximately 4% of activities were for those with primary education only, 5.5% for those with secondary education, 3% for graduates, 2% for others, 44% for those from mixed educational backgrounds and 40% said not applicable.

- 55% of activities operate at local level only, 16% at regional level, 23% nationwide, 6% said this criterion was not applicable.

National Background

It is not intended here to give a full description of the Continuing Education and Training Systems in Ireland but rather to delineate the main features and current developments in order to provide a backdrop against which innovations may be viewed.*

Origins and Development of Continuing Education and Training Systems

Presently in Ireland there is no formalized system of Continuing Education. The term itself indeed is not widely used, and the more usual term for 'education' which takes place outside the compulsory school period in Ireland is 'Adult Education'. The gradual move to using the term 'Continuing Education' signifies in itself a very real attempt to move away from the traditional role and meaning of Adult Education i.e. its association with the provision of opportunities for liberal and cultural studies for those who have completed a period of formal education to a concept which is very different indeed i.e. to a system where the principle of planned lifelong learning is an accepted fact and where special emphasis is given to those who missed out on earlier opportunities.

---

* For a full description of the Irish Vocational Training System see: Descriptions of Vocational Training Systems Ireland: CEDEFOP Berlin 1980.

A major factor underlying this major shift in emphasis in 'Adult Education' has been the recent social and economic changes which Ireland has experienced over the last ten to fiften years. The impact of technological change, the shift from a primarily agricultural to an industrialized society together with rising unemployment have forced a re-think of educational goals at all levels. The high relative proportion of young people in the population and the consequent increasing demand for jobs for school leavers have resulted in a number of innovative approaches to ease the transition from school to work. Technological and school changes have also brought into question the sufficiency of education and training provision. It now seems that the long established notion of a period of preparation for work followed by a long period of working career relatively uninterrupted by change must now be replaced by a new scenario whereby education and training developments will take place at regular intervals in an individual's working career, both for social and technical reasons.

The early development of a system of continuing education was enshrined in the Vocational Education Act 1930 which provided for the establishment of thirty-eight Vocational Education Committees to administer facilities for general and technical education including adult education. Comprehensive and Community schools also provide opportunities for adults from the community in which they are located. The Universities, the Colleges of Techology, and the Regional Technical Colleges are also actively involved in the provision of adult education courses and some of the universities have separate adult education departments. The National Institutes of Higher Education which have been established fairly recently, one in Limerick and one in Dublin, are also committed to develop a type of recurrent education. One unique feature of the Irish system of Adult Education has been the very significant work undertaken by voluntary agencies. Aontas - The National Association of Adult Education, has played a large part in expanding the role of voluntary and statutory organisations in the Adult Education field and has greatly contributed to the development of this whole area.

Some recent innovations in the adult education field highlight possible developments for the future of Continuing Education in Ireland. The Department of Education has appointed fifty County Adult Education organisers to promote recurrent education throughout the country. Three of these organisers have been appointed on a regional basis with duties specifically related to the arts. The organisers discharge functions of an organising and coordinating nature including liaison with all appropriate community interests. This Department has also made available grants to employ 94 Development Officers to voluntary and community based organisations to develop and implement formal and non-formal adult education and out-of-school youth activities. The National Council for Educational Awards, following on their Discussion Document on an award structure for recurrent education, has introduced a Foundation Certificate, which is awarded on the accumulation of the equivalent of 500 work units. A recent initiative 'The National Advisory Board on Adult and Continuing Education' was launched by the Minister for Education in September 1981 to help prepare a National Development Plan for adult and continuing education. In introducing this initiative the Irish Government is seeking to look beyond the traditional concepts of adult education and extend its realm into new areas and to new target groups.

Regarding the current development of industrial training, the Industrial Training Act of 1967 established the National Training Authority (AnCO). AnCO holds considerable powers under this act including those previously held by the National Apprenticeship Board. AnCO is responsible for providing and promoting training for all activities of industry and commerce excluding the primary activities of agriculture, horticulture, fishing and the professions and is directed by a Council made up of representatives of employers' organisations, trade unions and the Government. AnCO's services can be categorized broadly as follows:

(1) Apprenticeship System

A new system of apprenticeship training has been introduced, the major element of which is provision for formal off-the-job training for apprentices in designated trades for first year of apprenticeship.

(2) Training of Adults

AnCO has a network of 15 training centres around the country which provide for the initial training and retraining of adult workers including redundant or other unemployed workers, and agricultural workers seeking other employment.

(3) Training within Industry

While the main responsibility of training employees is considered to lie with industry, AnCO has encouraged, supported and facilitated the development of training within companies through its levy grant schemes, the major effect of which has been the introduction of systematic training approaches in industry.

ACOT, The Council for Development in Agriculture was established by the Agricultural Act 1979 and has "the general functions of providing or causing to be promoted, training and advisory services in agriculture and making available the scientific and practical knowledge required by the agricultural industry".

The recent establishment of a Youth Employment Agency which has a target of assisting 40,000 young persons a year to find employment is a development of note.

Reflecting therefore on the current state of development of continuing education and training one could say that while training has been formally estabished and has undergone a period of rapid development, adult or continuing education which has developed considerably is somewhat fragmented due to the lack of a formal unified structure. Another feature of the Irish System, which is not unique in Europe, is the great divide between the systems of continuing education and training. If the ideal of lifelong learning is to become a reality it would seem that some linking of these areas should be brought about through removing the structural barriers which exist at present.

SECTION II: Trends in Innovations in Continuing Education and Training

This section of the report outlines the trends emerging from the nineteen innovations selected out of the total of thirty-nine innovations gathered in the three priority areas (see p.236 for details of these areas) and finally from the fifty-one additional innovations submitted which, although they did not fall within the designated themes, in fact in terms of numbers constituted the bulk of the survey.

The trends outlined in those reports are those observed from the material submitted in the survey and therefore reflect only the focus of activity among innovatory activities in the Training and Continuing Education spheres. As such therefore they cannot be considered as necessarily reflecting the range or structure of the total provisions available within these spheres.

2.1. TRENDS IN CONTINUING EDUCATION AND TRAINING INITIATIVES IN RESPONSE TO THE CHALLENGES POSED BY NEW TECHNOLOGIES

The five selected initiatives out of the twelve which came within this category were generally of a very high standard and showed considerable effort particularly on the part of the third level education sector to adapt and prepare for new technologies, in fact one of the predominant features in relation to this category was the extent of the involvement of both the National Institutes for Higher Education in Limerick and Dublin and the universities.

Traditionally, the emphasis in third level education has been on the teaching of humanities with relatively little emphasis on provision for education and training for science and technology. Government policy has sought to redress this imbalance by the setting up of the National Institutes for Higher Education, the fostering of Regional and Technical Institutes, and the backing of technical courses and research in the University sector. The fact that four of the five selected submissions (see Appendix 1 for list of innovations) were located within or linked to a third level educational institution seems to indicate that this policy has been clearly successful, and that the third level educational institutions are playing an increasingly important and effective role in the economic and social development of the country through their involvement with education and research in science and technology.

The trend of co-operation between the third level educational sector, industry and government agencies to promote economic growth and employment opportunities is clearly illustrated in the structure and function of two recent innovations in the field of microelectronics, the Innovations Centre and the Microelectronics Applications Centre. Located on the campus of the National Institute for Higher Education in Limerick both centres, although not part of the Institute,have access to the colleges equipment and academic expertise. The principle objectives of the Innvoations and the Microelectronics Applications Centres are to foster the upgrading of technology in small manufacturing firms through the improvement of existing products and processes and the development of new ones. This Education/Industry link is also evident in the Dairy and Food Science Complex set up by the Dairy and Food Science Faculty of Cork University. This complex is equipped to meet the education and research needs of the dairy and food industry in the 1990's, and its equipment resources designed to be used in an industrial environment are available to industry to carry out Research and Development in product and process development. The Biotechnology Unit at University College Galway maintains similar links with industry and consists of a pilot plant located within the university campus which provides a service to industry for research into and the development of new products and processes.

A totally state sponsored training initiative listed in this category is 'Inservice Training for Inshore Fishermen in a Mobile Training Unit' supervised by Bord Iascaigh Mhara (BIM), a Government agency whose function is to improve and develop the Irish sea fishing industry. This initiative is designed to train fishermen in the advanced technology now used in modern fishing vessels and to enable them to undertake this training in their own home ports. It is the only initiative in this category specifically designed for training individuals, and the only one not linked to the Higher Education Sector.

While there is considerable emphasis on electronics in these selected innovations, understandable in terms of the relatively large number of new electronic companies which have been set up in Ireland in the last number of years, the survey also indicated a number of other sectors in which training and education innovations are taking place such as the Inshore Fishermen Project. There is however a notable absence of innovating activity both at product development and training level emulating from the commercial industrial sector, a fact highlighted in a recent report on microelectronics* produced by the National Board for Science and Technology which stated, 'Some firms in Ireland are already aware of the possibilities and are making use of the technology. Most however are not.'

The Government is attempting to bridge this gap by fostering links and making available to industry the technical expertise and resources of the Higher Education sector to promote technological change in the country's industry. They are also attempting to ensure that the education and training students receive while attending Higher Education Institutes is relevant to the needs of the new technology and Irish industry.

Ireland's response to the recent advances in technology therefore can be seen not simply as a passive one, i.e. importing it and ensuring people can use it, instead the Government, in co-operation with the Higher Education sector is taking positive steps to adapt the new technology to suit the future industrial needs of the country.

---

* 'Microelectronics: The Implications for Ireland' NBST Dublin, 1981

2.2 CONTINUING EDUCATION AND TRAINING INITIATIVES (PARTICULARLY THOSE WITHIN COMPANIES) DEVELOPED IN RESPONSE TO THE THREAT OF UNEMPLOYMENT

A difficulty which emerged in categorising initiatives within the various priority areas was the natural overlap between the three themes. This problem was however most evident in relation to the second priority theme, where at one extreme all initiatives gathered could be seen at least at some level to respond to the threat of unemployment and where at another level none of the initiatives had a direct stated objective to achieve this exact task. In order therefore to reach some level of demarcation between the themes, those initiatives which through the creative expansion and development of employment, were effectively preventing unemployment, were categorised as falling within this second priority theme. Of the eleven initiatives meeting this criterion five were selected as key initiatives (see Appendix 1, Section B for list of initiatives).

From the initiatives selected the main trend identified is that unemployment is being responded to in a very positive manner through the expansion of existing business, the stimulation of new enterprises and the development of individuals and groups to embark on new enterprises. A major shift has thus taken place in the role of training activities. Hitherto training has largely been something which has taken place subsequent to job creation; it would seem however that now it is in fact adopting a more assertive role and is becoming more actively involved in the creation of employment opportunities - a trend which was very evident from this survey. The 'New Business Training Programme', the 'Craft Scheme Kilworth', 'Product Development Programme', and the 'Advanced Industrial Units' are all meeting the challenge of simultaneously training and creating employment in a unique way.

The main focus of the training initiatives within this second priority category was on the area of small business and craft enterprises. This also reflects to some extent Government policy which has been to foster the development of small indigenous manaufacturing companies. An interesting aspect of the programmes submitted was that their focus was not merely on the technical aspects of the product design or craft skill but also covered the requisite business skills, management finance, marketing etc. which have proven to be crucial to the survival of small enterprises. The combination of the development of technical and business expertise on the one programme seems to have been highly successful in that these programmes, e.g. New Product Development, New Business Training Programme, Craft Scheme Kilworth have between them nurtured a number of successful ventures.

The linking of the education, industrial and training spheres was achieved very effectively in these projects. For example the New Business Training Programme provided an opportunity for owner/managers of small firms to identify and develop new product opportunities by working with graduates on the programme. This provided a route for graduates to finding employment and to gaining practical experience in industry.

Some of the projects which came within this category combined economic and social objectives with those of continuing education and training. The Advance Industrial Training Units is an excellent example of such a project whereby an effort was made to assist the development of industrial units in rural areas or areas which for various social and economic reasons would not be attractive to industrialists. This concept involves a new dimension in industrial development strategy and is an innovative method of overcoming development disadvantages in remote areas or in areas where industrial skills have hitherto been non existant.

The New Business Programme, Product Development and the Kilworth Craft Project, were innovative with respect to the manner in which their training was carried out. In general the programmes were learner based i.e. based on the individual participants' evolving needs and development. Thus the tutors for the programmes had to have a very flexible approach to training, and operate as a consultant to the various entrepreneurs involved.

This represents a break with the traditional, training/continuing education, course oriented programmes and seems to be a very effective way in which to teach skills of business success.

The 'Redundancy Survival Course', one of the five selected projects, differed very significantly from the others in this category and therefore did not demonstrate any of the above trends. This was identified as a selected project because it most closely resembled the theme listed by CEDEFOP in this priority area and was innovative in the manner in which it was tackling the problem of redundancy. The concept of this course was to provide training for non-managerial employees who had been given redundancy notice, prior to their leaving their jobs, thus helping to prevent them falling into unemployment and perhaps a state of apathy. Again, this innovation demonstrates the new aspect of training and educational programmes in that the approach taken is essentially a 'preventive' one, which in relation to unemployment, is an approach which has many advantages to it especially in the context of redundancy.

A major gap identified in relation to the innovations gathered was the fact that not one innovation in this category was taking place in industry. One possible explanation for this could be that the current difficult economic climate is depressing the level of innovatory activity in industry.

2.3 CONTINUING EDUCATION AND TRAINING INITIATIVES DESIGNED TO ASSIST THE UNEMPLOYED, PARTICULARLY THE LONG-TERM UNEMPLOYED

A total of sixteen activities were categorised as meeting the above objectives and of these, four were identified as selected projects. The selected innovations were designed either for young people seeking a job for the first time or for specific disadvantaged groups (see Appendix I, Section C for list of initiatives). The emphasis on 'young people' indicates that while a considerable number of provisions exist within the normal vocational training and continuing education systems for unemployed adults, very little innovatory provision has been designed for adult unemployed and practically nothing for the long-term unemployed adult.

One of the main trends identified from the selected projects was the tendency to identify a particular target group with specific problems, to focus on this group's needs and design innovatory projects tailored to their specific situation. The 'Community Workshops', 'Initiatives for Travelling People' and the 'Industrial Training for Disadvantaged Youth at Risk with the Law' are all examples of this trend. Because of this 'target-group' approach largely focusing on disadvantaged youth, the training and continuing education being offered has some unique features in that it is in some instances 'compensatory' and caters for those who have missed out on benefits from the normal educational system. Therefore as most of these programmes are seeking to help the individuals cope with not only the economic factors in their environment but also with social factors, their methods and programmes go way beyond the traditional scope and programmes of industrial training and continuing education and offer a unique blend of vocational and pre-vocational training and educational input in order to cater for the varied needs of their clients. The 'Workshops for Travelling People' and Community Workshops are examples where education and training provisions are combined to cater for individuals from deprived social backgrounds. The keynote for these programmes is flexibility and in the Community Workshops it is emphasised that programmes are worked out with each individual trainee during the initial process of self-assessment. In the case of the innovatory approach of 'Industrial Training for Disadvantaged Youth at Risk with the Law', the project involved a linking of health and training services and catered for youths from the city centre area who have already been before the courts and are in need of social assistance, as well as vocational skills. Vocational preparation was the focus of the 'Ready-for-Work' programme which catered for long term unemployed youth from educationally disadvantaged backgrounds looking for a first job.

Very many of the programmes submitted in the survey are linked to local development activities and are taking place in areas where there is a concentration of priority target groups e.g. unemployed youth in Dublin's inner city. The projects themselves are in some instances being run by local development groups, and in other instances by State agencies e.g. AnCO, in the case of

'Community Workshops'. The emphasis by AnCO is very much on the involvement of the local community in running the workshops through memberships of working parties, advisory groups etc.

The overall emphasis on young people and particular categories of disadvantaged youth is understandable in view of the fact that almost half of the Irish population are under 25 years of age and therefore the problems of providing adequate training, educational and work opportunities for youth is a national priority. A recent O.E.C.D. study group which studied the problems of youth unemployment concluded that these problems should be dealt with generally within the context of adult unemployment, apart from the need for specific measures for disadvantaged youth. From the innovations submitted in this survey, it would appear that this is in fact what is taking place presently and that innovatory measures are mainly concentrating on alleviating the problems of the disadvantaged. One group that would seem to be not catered for as fully is the long-term unemployed adult who could benefit from some of the special educational and training interventions which are presently aimed at young persons.

2.4. TRENDS IN INNOVATIONS IN RELATION TO SUPPLEMENTARY THEMES ARISING FROM THE IRISH SURVEY

Out of a total of ninety usable replies to the survey, the majority fifty-one did not come within the three major categories identified by CEDEFOP and fell into this additional area; therefore this category includes a wide variety of projects, and as such it is difficult to categorise them in terms of major unifying themes. Given this reservation, five of those submitted were identified as selected projects.

The trends exemplified by these projects were as follows:

(1) Transition from school to work and co-operative education for youth (see Education for Youth in Employment, Youth Co-operative Programme, and Spiral, Appendix I, Section D).

(2) Training for Women (see Traineeship for Specialist and Technical Employment Grades, Appendix I, Section D).

(3) Distance Education (see Distance Education Appendix 1, Section D).

Again as in previous sections of the survey the emphasis on continuing education and training measures for youth was evident. An innovatory approach was adopted in relation to the transition from school to work theme by the 'Education for Youth in Employment' project. This project had as its main target group young people leaving school at, or in some cases under, fifteen years of age, without formal qualifications and the project sought to give these individuals some of the skills and knowledge necessary for a good start in working life. The other project which was aimed at assisting the trahsition from school to work, the Youth Co-operative Education Programme, aimed mainly at school-goers, was unique in its approach to this problem by teaching the young people the necessary vocational skills using the co-operative model.

Another project aimed at easing the transition from school to work is Spiral (Shannon Project of Interventions for Relevant Adolescent Learning). This project has a number of different elements or sub-projects ranging from 'Local Liaison' which attempts to build links between school, home and the local community, to a "Minicompany' programme, whereby students learn about the real world of business through organising and running their own companies, to a formal programme run in schools. Another aspect is 'Community Based Learning' which is aimed at enabling students to acquire competencies by engaging in learning activities at various workplaces in the community under the guidance of adults.

In the sphere of training for women the 'Traineeship Programme' explored a new approach of equalizing opportunities for women at work. The involvement of the employer who provided an intensive six month training course to enable women cross the promotional hurdle from secretarial grades to specialist and technical employment grades is a noteworthy trend in this respect.

As an innovatory methodology the 'Distance Education' project was one of the most unique in the Irish context. This is the first attempt to provide a comprehensive system of training/continuing education using a combination of correspondence material, audio-visual aids, face to face tuition and counselling services. It represents a major breakthrough for continuing education and training and should in time be a useful adjunct to the existing systems and institutions.

SECTION III : Summary and Conclusions

This survey yielded a wealth of information in relation to innovations in continuing education and training which are ongoing in Ireland. It is somewhat of a disservice to the very individual qualities of all these innovations to attempt to summarize trends linking them, and in order to get a full realisation of the unique qualities of the material gathered it is essential to refer back to the original questionnaires, all of which are available. The process of picking twenty selected innovations from the huge number submitted was also a difficult one, and again many excellent innovations could not be included because of the numbers constraint. This report on trends reflects the major trends exemplified by the selected innovations and therefore could not describe the full spectrum of innovation taking place.

While every effort was made to ensure that the survey was as comprehensive as possible, an exercise such as this is not empirically exhaustive and there is no doubt that despite our best efforts there are some gaps in the information gathered.

In seeking to give an overall comment, the most striking aspect was the sheer wealth and diversity of innovation represented in the material gathered. The fact that the innovations covered a wide field of activity, from agriculture, fishing, industry, new technology etc. was a noteworthy feature of the study. There were however some notable areas within which little innovation appears to be taking place. For example little or no innovation is taking place within companies. This could no doubt be due to the current economic recession; however this would seem to be one area which could be explored for involvement in future innovatory projects. Another 'group' which did not figure very highly in the material gathered is the 'adult unemployed'. Most of the actions were tailor-made for the 'young unemployed' and there would seem to be an imbalance in the very heavy emphasis on youth.

In relation to the three priority areas, the selected innovations within these areas demonstrated some interesting trends. The first area, which covered innovations responding to the challenges of new technologies, was characterized by the high quality of the innovations submitted. Another predominant feature was the extent of the involvement of the third level educational sector, both the National Institutes for Higher Education and the Universities, in the innovatory projects. A major factor in the development of new technology has been the emergence of various resource centres e.g. National Microelectronics Research Centre, the Dairy and Food Science Complex and the Innovations Centre which act as catalysts in the area of new technology, initiating research and experimentation.

The second priority area delineated by CEDEFOP was those innovations especially within companies responding to the threat of unemployment. As mentioned previously this definition posed some problems as almost all innovations e.g. new technology, have at least some role in relation to the prevention of unemployment. Those initiatives which through the creative expansion and development of employment were effectively preventing unemployment, were interpreted as falling within this second category. From the projects examined, one could conclude that the role of training and continuing education has undergone a remarkable shift in emphasis over the last number of years. Hitherto training has been something which has largely taken place subsequent to job creation; it would now appear that training and continuing education is in fact adopting a more assertive role and is becoming more involved in the active creation of new enterprises. A trend which was evident from these initiatives also was that the linking of continuing education, industry and training was taking place very effectively in these programmes.

The scarcity of innovative provision for adult unemployed has already been mentioned. In general the focus of innovation in the third priority area, i.e. those aimed at the unemployed, particularly the long term unemployed, was on particular target groups with specific problems and needs. Because this target group oriented approach is largely aimed at disadvantaged youth training, the continuing education and training provision had the unique feature in that in some instances it was compensatory and catered for those who may have missed out on benefits from the normal system.

The supplementary themes arising from innovations submitted were as follows:

(1) Transition from school to work and co-operative education for youth.

(2) Training for women.

(3) Distance Education.

The emphasis on youth evident in previous sections of the report was also demonstrated in the highly innovative projects designed to assist the transition from school to work. An interesting aspect was the initiation of a continuing education and training programme for young unskilled, unqualified workers.

Training for women had a unique feature in that the innovation was sponsored by an employer who provided an intensive programme to enable certain categories of women to cross the promotional hurdle from secretarial to specialist grades.

Distance Education was one of the most unique methodologies submitted in the survey and points the way for the opening up of continuing education and training provisions to an even wider target group.

Finally, one can pay tribute to all those who submitted material for inclusion in the study. The adaptation of any system and its capacity to respond to change, must be a key factor in its liklihood to survive and develop. On this criterion the training and continuing education systems which are undergoing rapid developments at present emerge on the basis of their experimentation and innovation as uniquely prepared to face the challenges of the 80's.

APPENDIX I

List of selected record cards

Section A: Training Initiatives in response to the challenges posed by New Technology

1. Innovations Centre, Enterprise House, National Institute for Higher Education Campus, Plassey, Limerick.

2. Microelectronics Applications Centre, Enterprise House, National Institute for Higher Education Campus, Plassey, Limerick.

3. Dairy and Food Science Complex, University College, Cork.

4. In-service Training for In-shore Fishermen in a mobile training unt, B.I.M. (Irish Sea Fisheries Board).

5. Biotechnology Unit, University College, Galway.

Section B: Training Initiatives particularly those within companies to respond to the threat of unemployment

6. Redundancy Survival Course, AnCO.

7. New Business Training Programme, S.F.A.D.Co., AnCO.

8. Kilworth Craft Project, AnCO, Craft Council of Ireland.

9. Product Development Programme, AnCO, Eukon Associates.

10. Advance Industrial Training Units, AnCO Industrial Development Authority/Udaras na Gaeltacht.

Section C: Training Initiatives to assist the unemployed - particularly the Long Term Unemployed

11. Ready for Work - Youth Project, AnCO and Brian Danagher Associates.

12. Community Workshops, AnC

13. Training Centres for Travelling People, AnCO and Dept. of Education.

14. Industrial Training for Disadvantaged Youth at Risk with the Law, Irish Foundation for Human Development and AnCO.

Section D: Innovations relating to supplementary themes

15. Youth Co-operative Education Programme, Foroige (National Youth Development Organisation) and Allied Irish Banks.

16. Education for Youth in Employment, Trinity College Curriculum Development Unit and E E.C.

17. 'Spiral' - Shannon Project of Interventions for Relevant Adolescent Learning, E.E.C. and Dept. of Education.

18. Traineeship for Specialist and Technical Employment Grades, AnCO.

19. Distance Education Unit, National Institute for Higher Education, (Dublin).

APPENDIX II

SELECTED BIBLIOGRAPHY

AnCO - The Industrial Training Authority, Annual Report and Accounts, (various years). AnCO, Baggot Court, Dublin 4.

Aontas, National Association of Adult Education, (various reports), 14, Fitzwilliam Place, Dublin 2.

Brennan L, The Employment and Training Implications of Microelectronics Technology, AnCO 1980.

Carey Liam, Ireland, Aspects of and Reflections on Recurrent Education in Ireland, Jourdan Manfred (Ed.); Recurrent Education 1981, N.F.E.R.

Tussing Dale, Irish Educational Expenditures - Past Present and Future, Economic and Social Research Institute, Dublin, 1978.

Industrial Development Authority, Annual Reports and Development Plans (various years) Lansdowne House, Dublin 4.

Jacobson D., and O'Sullivan B. and Wallace J., Descriptions of the Vocational Training Systems: Ireland. CEDEFOP: Berlin, 1980.

Microelectronics: Implications for Ireland, N.B.S.T., Dublin 1980.

Mulcahy, D.G., Curriculum Policy in Irish Post Primary Education, I.P.A. Dublin 1981.

Report of the A.C.O.T. Expert Group on Agricultural Education and Training, A.C.O.T., Dublin July 1981.

White Paper on Educational Development, Statistics Office, Dublin 1980.

APPENDIX III

Members of the National Working Group:

Dr A P O'Reilly, AnCO (Chairman)

Mr A Brown, Federated Union of Employers

Mr P Fox, Department of Education

Mr F Kennedy, Irish Congress of Trade Unions

Mr M O Murchu, Aontas

Mr T K Rooney, Irish Vocational Educational Association

Mr M Sullivan, ACOT

Ms M Barry, AnCO (Liaison Secretary)

Fondazione Giulio Pastore
Roma

CONTENTS Page

1 Introduction 264

1.1. The Italian report and the CEDEFOP project of setting up a European network for the observation of innovations in continuous education and training 264

1.2. The state of vocational training in Italy 270

2 Continuous education and training 276

2.1. The institutional,legal,social and political framework - quantitative aspects 276

2.2. Innovatory trends 281

3 Innovatory trends in continuous education and training in specific situations 285

3.1. Innovations and the threat of unemployment 285

3.2. Innovations and the threat of long-term unemployment 285

3.3. Training and the challenge of new technology 293

3.4. Training projects and situations specific to the Mezzogiorno,especially the earthquake areas (Campania and Basilicata) 298

3.5. Training and the problems of agricultural development 303

4 Annex

4.1. Documentation on the examples of innovations in continuing education and training 309

4.2. Comment by the National Group 311

4.3. Members of the National Group 312

I. INTRODUCTION

1.1 The Italian report and the CEDEFOP project of setting up a European network for the observation of innovations in continuous education and training

This report on innovatory trends in the field of continuous education and training in Italy is one of the nine national reports commissioned by CEDEFOP (European Centre for the Development of Vocational Training). CEDEFOP's aim in so doing is to set up a network for the observation of these innovations, about which little is known even within each country's own national boundaries, let alone in other countries. Drawing on the observations, a network will then be created to disseminate the information. Under the CEDEFOP project, a "national work group" in each of the ten European Community countries provides encouragement and guidance for a team engaged on the task of compiling any information of value on innovatory trends in continuous vocational training, to include both educational practice and institutional matters.

In the first report, the aim has been to look primarily for innovations in the following situations, which in themselves act as a stimulus for the rethinking of continuous vocational training methods and organization:

a) Training as a response to the threat of redundancy (especially in-company training);

b) Training for the long-term adult unemployed;

c) Training as a response to the challenge of new technology.

There are so many fields on which this first report might have concentrated, but the choice of these three has been neither random nor arbitrary. The three types of training have been a striking feature of the economic and social life of the European Community in the past few years, and they are so important that they cannot fail to influence the development of continuous education and training along innovatory lines.

In the phase of massive expansion that followed World War II, starting with reconstruction in the aftermath of war and continuing until the late 1970s, the guidelines for vocational training and the ways in which it was implemented were designed to meet the challenge of expansion. Today - and for an unforeseeable time to come - the likelihood of a prolonged period of stagnation must be taken into account when planning and implementing continuous education and training. It has been the consistent experience of industrial society (and of today's post-industrial society), however, that periods of stagnation are also times of progress for technology and organization; the radical changes that ensue then lead to and shape the next phase in the cycle.

The three selected fields of continuous education and training are those most characteristic of EC Member States in general over the past few years; in the opinion of the Italian work group and team, they are also the most striking features of such education in Italy. The problems giving rise to two of the three types of training - the threat of redundancy and long-term unemployment - are even more traumatic in Italy than elsewhere.

In the Italian report, then, the focus will be innovatory trends in the same general fields as those on which the other national reports are concentrating. An additonal benefit of making the same choices and observing similar fields as other countries is that this will facilitate comparisons and the dissemination of information, one of CEDEFOP's stated aims in the project.

With CEDEFOP's agreement, the Italian work group and team thought it advisable to extend their observations to two other situations which are so important in Italy that they should not be ignored even if they have no counterparts in other countries.

The first is to be found in Southern Italy - the Mezzogiorno - or more specifically in the two regions afflicted by the earthquake where reconstruction work is going on. Obviously this specific situation is not relevant to an attempt to identify long-term trends but there were sound reasons for the choice: at this time of crisis, decisions were taken locally that would not otherwise have been reached even though they were (and still are) long overdue throughout Italy.

Many times in the course of history a radical crisis acted as a spur for action, and it is enlightening to consider a case history of this kind. For example, it was the earthquake that persuaded the Government to pass an emergency measure anticipating the reform of the statutory organization of the labour market. This emergency measure - a "decree-law" introduced by the Government but not tabled in Parliament - set up ad hoc employment agencies, revised the regulations on the mobility of labour and created a new system of guaranteed earnings for the unemployed. It was a reform that had been discussed for several years, at least since 1978. The Government had drafted a bill of statutory reform to be laid before Parliament, a bill that is still being debated with little energy or conviction. The regional authorities in the two earthquake regions, however, decided to go ahead with the reform on their own account, taking advantage of the emergency measure.

The second situation peculiar to Italy is in agriculture, still a vital sector in Italy, especially in certain regions. In this period of economic recession, there is a vital need to rethink the present and future role of activities and areas that might have seemed of lesser importance during the period of expansion.

There is now considerable interest in Italy in the modernization of farming, on a scale both large and small. The large farms are manifestations of agricultural progress, but too little thought has yet been given to such factors as their work force. Small farms located in areas where the population is predominantly rural need to be modernized so that they can help to restore local equilibrium. If that aim is to be achieved, however, a new type of training is needed.

---o---

Following this selection of three situations common to other countries in the European Community and two situations specific to Italy (but just as relevant to the rest of Europe in that they are examples of what can be achieved), the work of compiling and processing the information was done by the Italian team. It adopted the criteria and procedures identified by CEDEFOP as being most likely to focus attention on the stated aim: to highlight innovatory trends in continuous education and training, with special reference to changing socio-economic situations.

A work group was set up in Italy, as in other countries. Its members were experts representing the two sides of industry, national and regional Government and specialist institutions. The same group had already worked on a previous CEDEFOP project of compiling and updating a "file" of basic documentation on vocational training in Europe. From the time of launching the project right up to its conclusion, this work group has guided and watched over the efforts of the team set up within the Pastore Foundation, an institute that had already served its apprenticeship in producing the Italian part of the CEDEFOP file.

Two specific methods of observation and interpretation were adopted in Italy, following the example of other countries: a number of interviews were conducted with "key informers" (experts, research workers and opinion formers) and authorities (the decision makers). The intention was to compile opinions, interpretations, views and information on significant experiments. A series of questionnaires, designed mainly for the regional authorities, was sent out to obtain basic facts and figures relating to the subject under investigation and the research viewpoint. Other sources were of course be tapped as well: conference papers, material produced by the members of the team themselves, agreements and the literature.

This report is a final distillation of the complex work of gathering and sifting the diversity of information acquired from different sources. Since it is a summary, it cannot incorporate individual opinions and contributions (although these can be consulted in analytical format at CEDEFOP level or in other formats now under consideration). As is evident, the Pastore Foundation accepts full responsibility for the content and form of the report.

The aims of the report, the choice of situations, the way in which the work has been planned and the methods of obtaining information may be the same as in other countries, but this cannot be said of the specific difficulties that have been encountered - and will still be encountered in the future - in Italy in attempts to gather information.

The first difficulty that arises is that there is so little experience in Italy of continuous education and training or of the vocational training of adults in general. In this context, innovatory projects are very few and far between (1). Many of the interviewees stressed this aspect, pointing out that until very recently the national authority responsible for vocational training had concentrated all its efforts on young people. Some of the interviewees even said that no such thing as true continuous education and training exists in Italy, since there is no clear-cut legislative framework of rules and regulations, no hierarchical organization and in a sense no background or mentality. The team had to make an effort to overcome these objections and prejudices. It looked at what exists, whatever its formal definition. It had to press the interviewees to express their views on the question, however reluctantly.

---

(1) See C. Vaciago in CEDEFOP, Studio comparato sulla struttura finanziaria legislativa e regolamentare dei sistemi di formazione professionale, Berlin, 1980.

The other difficulty was organizational. The vocational training system in Italy could be said to be still under construction. The outline law on the subject was not passed until the end of 1978. It states that a range of implementing measures should be introduced in the form of ministerial decrees or the signing of agreements, but this has not yet been done. In practice the outline law delegates all responsibility to the regional authorities. Quite apart from any other consideration, this means that there is virtually no hope of compiling reasonably representative information.

It is true that there are a few national bodies that collect data. Invaluable work is being done by the Istituto per lo Sviluppo della Formazione Professionale dei Lavoratori (ISFOL), a public body set up to conduct research on vocational training, coming under the Ministry of Labour. Every year since 1980, it has produced a report to the Government on the state of vocational training in Italy. Nevertheless, as is obvious, the Institute can work only with the material it receives or asks for, and until very recently this material did not cover adults. It was not until the most recent report in 1982 that any effort was made to incorporate such information, and even now we cannot look to this source for disaggregated data on specific aspects of training, as understood by CEDEFOP in discussing innovatory trends based on real-life situations.

Our report must be seen as the first step towards overcoming the organizational difficulties and going to the root of the problems by providing information that is as detailed and as reliable as possible. This was too ambitious a project to launch and implement before the deadline given for compiling the information, but it has been one of the added benefits, and by no means the least, of the work put into the report that it has clarified the commitments involved in setting up an observation network and the best ways of tackling the problem.

The report is divided into two parts. Following a brief introduction to vocational training in Italy and the emerging picture of continuous education and training, a chapter in this first section is devoted to innovatory trends in each of the five selected situations. The second part contains a number of data sheets relating to interesting experiments encountered during the course of the survey, singled out for specific analysis. These case histories were considered significant because of the type of situation in which they occur.

---o---

1.2 The state of vocational training in Italy

Some of the current features of the vocational training system in Italy have already emerged in the previous section when discussing the difficulties faced in the attempts to compile the facts and figures. As we have also pointed out, the basic legislation on the subject of vocational training has only recently been introduced. The foundations for the legislation were laid in 1972 (2), when responsibility for vocational training was transferred from central Government to the regional authorities. The regions gradually issued their own regulations in pursuance of their delegated powers, but the vocational training system then differed, in some cases very widely, from one region to another.

---

(2) Presidential Decree n° 10, 15 January 1972, on the transfer of the administrative functions of the State on the subject of craft and vocational instruction and instructors to regions with ordinary status.

It was not until 1978 that central Government issued an "outline law" (3) setting out general guidelines under which vocational training was "regionalized", in other words giving the regional authorities responsibility for everything except what it termed "residual matters", such as defining the standards at which the regions should aim.

The outline law performed an important function in providing guidance, and was a vital point of reference for the regions, especially as, in turn, most of the regions found it very difficult in practice to organize something of which they had so little experience. Nevertheless, the outcome of this complex process of transfer is that the position is still fairly uncertain and changing. Not very much has been achieved overall, and what does exist is not very consistent. Certain factors in the picture are still undecided, for instance whether the traditional vocational subjects taught in the schools to the 14-18 age group will be kept on in the future. The question is still open, since Parliament is now considering a reform of upper secondary education which would introduce the concept of the comprehensive school offering a range of educational options, one of those options being vocationally based.

While the authorities at both national and regional level are faced with these difficulties in organizing vocational training (becoming even more apparent when the aim is to help adult workers by continuous education and training projects), employers have been very active in setting up in-company training schemes tailor-made to suit the needs of adults.

---

(3) Law 845, 21 December 1978, "Outline Law on the subject of Vocational Instruction".

Another form of training, mentioned by all the people interviewed, is also available to the adult population: courses arranged on a profit-making basis by private bodies, especially in the form of correspondence courses and evening classes. There is a fair amount of documentary material on correspondence courses.

Locking at the specific problems facing the organizers of the various forms of training available, the structure of vocational training set up by the regions varies from one area to another, "because individual regions have different historical backgrounds and have been unable to detach themselves from their past in introducing a new vocational training policy, and because each region has introduced its own policy" (4).

This diversification has brought about a measure of change. In the past, the training was provided almost exclusively for young people leaving compulsory school; more attention is now being paid to young people who have completed their upper secondary education and to adults, and there is broader cooperation between the regional authorities and employers, especially on the retraining of workers and the restructuring of companies. The ISFOL 1982 Report states that training was provided in 1,700 centres in 1980-81. They were located all over Italy, but there were comparatively more (over 41%) in the Mezzogiorno than in the other areas. One third were run by the regional authorities direct; the others were managed by private agencies, usually on a local scale (in Northern Italy) or under the sponsorship of nation-wide agencies (in Southern Italy and the Islands), in pursuance of funding conventions renewed annually within each region.

---

(4) L'attività regionale di formazione professionale, "Quaderni ISFOL", Rome, 1981, p. 28.

More than 250,000 trainees attended vocational training courses promoted by the regional authorities in 1980-81. Of these, 53% attended courses leading to industrial skill qualifications. The fact that very many of these courses were to be found in areas with little prospect of industrial employment "seems to confirm the haphazard spontaneity of the vocational training system in certain regions, evidence of the failure to look realistically at the socio-economic environment in which vocational training takes place" (5).

Specialist training bodies (both private and those in which the State has a holding) are playing an increasing role in that field of vocational training in which the regions are little involved. A revival of interest in this field coincided wth the implementation of measures contained in Law 845 of 1978, which set up a "renewable fund" to make it easier to tap the European Social Fund and the European Regional Fund. Companies are allowed to apply for such funding on certain conditions and, for their training, they usually call in training bodies run as independent associations or undertakings, serving both the parent company and the market in general (ISVOR/FIAT, ELEA/OLIVETTI, ANCIFAP/IRI, etc.). They also make use of company consortia, in-company schools and internal training departments (6). Nevertheless, no general or detailed information is available on the vocational training provided by these bodies.

---

(6) See articles 24 and 25 of that law in particular.

The vocational training available on the commercial market is very uneven in quality. "A sort of 'training industry' exists: there are speculators who exploit whatever happens to be in fashion at the moment; there are experimental ventures, supported by public or private sector bodies or self-financing; and there are cowboys offering training of no educational value whatsoever." (7) The types of course on offer reflect the diversity of educational needs: making up for educational deficiencies, for example, acquiring specific job skills or developing a creative skill, perhaps with a view to putting it to practical use in a job.

In reviewing the state of vocational training in Italy today, however, we should not look just at supply but should also try to discover and understand what is happening to demand. All those questioned agree that there is a new and substantial demand for adult training from many types of potential trainees with a broad range of motivations. There are, for instance, the first job seekers who have come to the end of their military service and want vocational training because they feel it will help them to find work more quickly. Women who gave up their jobs when they married or when their children arrived and who are now trying to pick up their careers again are looking for realistic refresher training. People in employment who are worried about their jobs being at risk and older workers who cannot see themselves as remaining idle after a lifetime's activity go to the training centres to upgrade and diversify their job skills. There are also the categories on whom CEDEFOP research is focussed: workers threatened by redundancy, the long-term unemployed and those who have to cope with the challenge of new technology.

---

(7) CENSIS, La situazione educativa in Italia. 1981, Milan. 1982, p. 29.

This demand for training is not yet very clear-cut and has not yet stimulated a coherent, adequate response from the various central bodies that generate training and educational activities. Up to now, the extent of the demand and the direction in which it is moving has been assessed in the light of estimates which extrapolate figures from surveys confined to small, specific areas, in an attempt to build up a picture of the country as a whole. According to those interviewed, the basis for these estimates and projections are fairly rough and ready.

2. CONTINUOUS EDUCATION AND TRAINING

2.1 The institutional, legal, social and political framework - quantitative aspects.

As we have already stated, although there have been interesting ventures in the field of adult training and education directed at both the employed and the unemployed, the system in Italy has not kept pace with growing socio-economic needs, nor is it meeting the explicit and implicit demand.

In other words, the creation of projects has been haphazard rather than the outcome of deliberate decisions and clear-cut policies. The result has been extreme variations among ventures and the fragmentation of opportunities for training and education. What is on offer depends on the agency by which a scheme is promoted, its source of finance, individual demand, the state of the labour market and the growth in spare-time pursuits that often generate a need for specific training in vocational skills without creating clear-cut occupational groups.

Over the past few years, if only as an incidental aspect of measures designed to achieve broader aims, legislative policy-makers have placed great emphasis on the need for a new type of training and education for the adult population rather than the form traditionally available.

The stimulus for such measures tends to be the kind of problems on the labour market we have already discussed: technological change, a crisis within a company or an industry, a more pressing need for adult vocational training as a result of industrial reorganization or a switch from one form of production to another, etc.

Typical of these legislative measures is Law 285 enacted in 1977. It came into being in an attempt to deal with what was seen at the time as a short-term contingency, the problems encountered by young people in gaining a foothold on the labour market. In the event, it had to tackle complex training problems by the introduction of relatively innovatory solutions such as contracts under which employers agree to take on young people for training and work experience, community service work with a training element, cooperative ventures, etc. (8).

In the same year, Law 675 on the coordination of industrial policy, the rationalization of industry, production modernization and industrial growth, provided for training projects to meet the needs generated by the switch from one form of production to another and the consequent mobility of labour (9). It was intended that the launching of a structured system of continuous education and training would have a considerable impact. It is impossible to evaluate the true effects, however, because of the enormously long delays in issuing measures to regulate the activities outlined by the law and in providing the funds.

The effects of these new guidelines on the supply of training for adults are only now becoming apparent, and there is still much to be done before the system is capable of meeting individual needs and Italy's social and production requirements.

---

(8) Law 285, 1 June 1977, on youth employment measures.
(9) Law 675, 12 August 1977, on the coordination of industrial policy, rationalization, conversion and development.

The regional authorities have been the slowest to move along this path, although they too have introduced some novel solutions. Following the introduction of the outline law on vocational training, the principle that the best place for training is within the company has now been acknowledged. One of the results has been that employers can apply for funding from public money. Under conventions between regional authorities and companies, the former have an opportunity to coordinate in-company training schemes funded by them, while the latter can draw on all the available resources in order to link changes in production with simultaneous training projects for their work force.

An additional factor is that the regional authorities are now aware - or so it would appear from what they say - that their efforts should not be restricted to initial vocational training for young people. It is increasingly common for the regions to arrange for young people to pursue their training among adult workers.

When looking at the quantitative factors, it is obvious that there are close links in each region between the regional authorities, the employers and the unions. The closer the relationship between them, the more significant are the training activities for adult workers promoted by the regions. In 1980-81, the regions set up 3,136 courses for adults, attended by a total of more than 54,000 people. The region of Lombardy accounted for almost one third of these courses and more than half of the trainees, as opposed to Central and Southern Italy with less than 15% of courses and 10% of trainees (10). The training took the form of refresher courses (50%), basic skill courses (23%), specialist skill courses, training for new occupations and retraining.

---

(10) ISFOL 1982 Report, op. cit., Table V-2.

Certain problems associated with adult education and training can of course be solved only by reforming the whole statutory organization of the labour market, not just by updating the structure of vocational training. Italy lags behind other countries in this respect. Its legislation on job placement dates as far back as 1949, but not until the earthquake, and even then only in the two regions that suffered from the earthquake, was it possible to provide a legal framework for job placement which - as a departure from current regulations - allowed a measure of flexibility in operation and a more realistic response to real-life situations.

In general, the vocational training for adult workers set up by the regions is greatly dependent on economic and social growth and on a change in attitudes in each area. In many cases it is hamstrung by past thinking on what its purpose should be and how it should be organized. The response to the demand for training differs very widely from one region to the next: it is often fairly rigid and fails to keep pace with the evolution in the demand for training from users.

In the private sector, it is easier to discern a connecting thread running through the training policy promoted and supported by the larger companies. The adult training they provide is in line with the changes that occur as a result of conversion from one form of production to another, technological advances, the demand for greater production efficiency and the specific situations brought about by economic crises. Their training is tailor-made to meet company requirements and to alleviate the burden of changes rendered necessary by various factors.

What is chiefly required of ther forms of adult vocational training, those promoted by private institutes and associations, is that they should be a satisfactory response to individual demand. The practical result is the wide diversity of training available and methods of providing that training.

Certain experiments, however occasional, have shown that when the training offered strikes a chord in adult psychology and experience the target population is sure to take up the opportunities. One example is the success, despite all odds, of a project set up under collective negotiatons in the metalworking industry: a "functional literacy scheme" within the educational system, to bring adults up to the educational standard expected on completion of the period of compulsory education. All that was needed was to link the literacy courses with a form of educational leave and to adopt methods better suited to an adult worker's learning process. In 1980-81, 107,877 people took part, a 22% increase over the previous year (11). Another instance is the instrument of the "training/work experience contract" which was applied most widely in the public sector. In the four years since it came into being, this arrangement has launched tens of thousands of youngsters onto their careers. Significant experiments have also been made by correspondence schools. Lastly, schemes have been implemented by training bodies under the auspices of companies in response to individual training needs (12).

---

(11) CENSIS, La situazione educativa in Italia. 1981, op. cit., p. 63.

(12) There has been substantial growth in the number of schools offering correspondence courses. It is estimated that more than 800,000 people took advantage of the services they offered in 1981. The training and education they provide are often specifically for adults (CENSIS, La situazione educativa, op. cit., p. 65).

Is there, then, a change in the pattern of training for the adult working population? It is hard to say. There is no doubt as to the changing pattern of demand, linked with the growing pressure for courses tailor-made to individual needs, both educational and occupational, the tendency for the demand to become more personalized, current changes in production systems and, because of concern about job security in an atmosphere of current and structural crisis, attempts by employed people to add to their store of skills and knowledge in the hope that it will help them to find alternative work.

2.2 **Innovatory trends**

Despite the political and organizational shortcomings of adult vocational training opportunities in the public and private sector, certain basic trends have emerged - in essence, greater attention to methodology and organization - that seem to be paving the way towards more widespread innovation in continuous education and training. These include: the design of training projects and the planning of vocational training in certain regions; the introduction of modular training as part of regional vocational training systems; the growing popularity of periods of on-the-job experience; experiments in easing the transition from school to work; alternance between education and employment; and more frequent recourse to advanced teaching methods.

The Italian experts consulted as to their views of the significance of these innovatory experiments were cautious in their predictions regarding the influence of more recent trends on the prevailing model of adult vocational training in the current situation.

They acknowledged the growing awareness of the importance of a rigorous approach to the planning and implementation of training schemes and the need to apply the criteria and methods of integration to such schemes by painstaking planning of all activities, methodologies and instruments, to include the evaluation of results and identification of the steps to be taken in the light of that evaluation. Nevertheless, they criticized the lack of commitment to research, experimentation and disseminating the results of innovation.

Some of the experts said that certain innovations were more apparent than real, more episodic than systematic. They also complained of the failure to grasp important opportunities for far-reaching changes to the guidelines for vocational training, including adult training; where attempts had been made to take up those opportunities, they had been inadequate. As examples, they cited the special law on young people (Law 285, 1977), and the outline law on vocational training itself (Law 845, 1978).

Other experts pointed out that there always seems to be an element of innovation in young people's vocational training, but it is only at a later stage that innovations having any methodological value can be transferred to all forms of training, whatever the target user.

In conclusion, the prevailing opinion was that current adult vocational training in Italy has been greatly influenced by the same factors that for some time past have shaped the organization of the vocational training sector as a whole. The situation will not be modified by the preliminary guidelines laid down by the outline law, unless those guidelines are translated into clear-cut regulations on their application.

There is still a great deal to be done before there can be any differentiation in training goals for individual categories of training: basic vocational training, on-the-job training, adult education and training outside the company. Once the training objectives have been clearly defined, it will be easier to ensure that training efforts complement each other, thus promoting further development of the system as a whole. One factor contributing towards this process will be the tendency to break away from the school-type model of vocational training and to introduce of a variety of flexible training channels with more professional instructors. This will promote a more adequate response to the changing needs expressed by users and generated by economic and social situations.

Against this background, innovations may have a role to play if they are really significant and useful: they may point the way towards the modernization of the whole vocational training system. It is important that innovations should be publicized, for the dissemination of positive experience will provide further impetus for rationalization of the system.

The innovatory trends in demand have certainly been more numerous; indeed, it could be said that there has been a radical change in the attitudes of workers towards the training system. What is new is the emergence of users such as the unemployed, those about to be made redundant, women, the handicapped, people who have been put onto part-time work and those who have been laid off altogether ("zero hour weekers", as they are called in Italy). The implied demand from these new user groups is personalized training.

On both sides of the fence - supply and demand - it is likely that gradual changes will be brought about by legislation, debate and meetings among the work force, promotional efforts and publications by experts and specialist institutes, the dedication of individual associations and social groups and growing pressure from vocational training users. In Italy, the thinking about vocational training is far more forward-looking than its organization in either the public or private sector. This theoretical foundation will become more and more important to the development of the vocational training sector and, in combination with other factors, it may act as a spur towards modernization.

Another new factor is that unemployment, above all among young people, is spreading more widely and becoming more prolonged. What has traditionally been offered by the vocational training system is no longer effective enough to ensure access to work. The solutions appear to be fairly closely linked with decisions reached by central and regional government, which alter the mechanisms traditionally operating on the labour market and make unaccustomed demands on the vocational training system in terms of timing and methods.

Finally, one of the most important factors is the disruption in the quantity and quality of work brought about by technological advances. There have been considerable changes in the basic job skills called for, as well as a need for additional retraining from time to time.

These trends are common to every advanced industrial country, where their impact on the labour market, training and company structure is very similar. The ways in which Italy differs from other countries are the development of the Mezzogiorno, especially the areas devastated by the earthquake, and the evolution of its agriculture. The two factors have given rise to changes, in some cases quite radical departures from tradition, in vocational training and its role. We have taken a more detailed look at those factors in order to evaluate the direction in which innovations are moving as a result and their significance.

3. INNOVATORY TRENDS IN CONTINUOUS EDUCATION AND TRAINING IN SPECIFIC SITUATIONS

3.1 Innovations and the threat of unemployment

The threat of unemployment is nothing new as far as vocational training in Italy is concerned. It could be argued that the vocational training system, in the modern sense of the term, came into being as a response to the threat of high unemployment in 1948 and 1949 arising from a combination of world-wide economic crisis in 1948 and the need for employers to streamline their work force (the wartime ban on dismissals remained in force for many years after the war that had rendered it necessary).

Law 264 of 29 April 1949 was entitled "measures to assist workers who are unemployed through no fault of their own and to promote their access to employment". The reason for its introduction was stated in its definition of the need it was intended to satisfy: "to promote the occupational training, acquisition of skills, vocational betterment or retraining of workers who, by reason of their unemployment or the events of war, need to re-acquire, add to or alter their technical skills rapidly, adapting those skills to the requirements of production efficiency, the domestic labour market and opportunities for emigration".

The law also promoted in-company and inter-company refresher training courses for industrial concerns with at least a thousand employees which were considered "to be less efficient . . . because of a failure to bring the skills of the work force in line with its full functional and financial potential". The maximum age for the workers in question was 45.

During the lengthy period of expansion that followed 1949, however, the original reasons for vocational training were almost forgotten and a new consideration came to the fore: the need to support production growth by skill training. Responsibility for continuing the training was left almost entirely to the companies, while the public sector vocational training system became virtually detached from the working world, concentrating on grooming young people for their first jobs.

The relationship between the workings of the vocational training system and the threat of unemployment became apparent again in the 1970s, when economic growth first seemed to level off in Italy, as in other EEC countries. In 1974, it was to enter into the crisis with which we are still faced, with all its known effects on employment and the rising threat of unemployment.

The new situation did not, however, trigger off the necessary response, i.e. a change in the content and methods of vocational training. Far more emphasis was placed on financial aid to retain jobs for a prolonged or indefinite period even when there was no work to justify their retention. The social security system had to bear the cost of maintaining wages at almost their full amount when workers were temporarily laid off. No thought was devoted to the training activities that might well have been appropriate for workers laid off or threatened with redundancy. It is paradoxical that Italy should not have risen to the challenge to the public sector vocational training system or grasped the opportunities which, as we have learned from our economic and social history, are the beneficial results of a crisis.

A case in point is the history of the legislation on the "Cassa Integrazione Guadagni" and the mobility of labour. In the Italian legal system, the main response to the threat of industrial unemployment has been to top up the earnings of industrial workers temporarily laid off, out of a special fund.

The "Cassa Integrazione" was originally introduced by an emergency measure during the lieutenancy (the interim period between the collapse of the fascist regime and the foundation of the republic): Decree-Law 788, 9 November 1945. Its content and goals, but not its machinery, were later amended by a series of laws, the most notable being:

> Law 77, 3 February 1963, in favour of workers in the building industry;
>
> Law 115, 5 November 1968, in favour of older redundant workers;
>
> Law 464, 8 August 1972, establishing that the earnings supplement could be paid, if so decreed by the Ministry of Labour, for periods in excess of the statutory six months;
>
> Law 164, 20 May 1975, which makes a distinction between the ordinary earnings supplement payable as a result of union/employer negotiation or the closure of a factory and the extraordinary supplement payable on the grounds of economic crisis in a given industry or local area or as a result of company restructuring, reorganization or conversion;
>
> Law 301, 27 July 1979, in favour of workers in the Mezzogiorno.

As time went by, the laws gradually took on the function of guaranteeing employment at all costs, despite overmanning. This warded off unemployment for prolonged periods (although it is a cliché among journalists that the Cassa is the antechamber to unemployment). Vocational training played a very subsidiary role in this legislation, and it was not until much later that attention was to focus on the subject. Even then, no practical guidance was given as to how the periods during which workers were laid off could be devoted to their training.

Article 17 of Law 164, 20 May 1975, merely states that: "if an extraordinary earnings supplement is paid, the Regional Labour Department will consult the unions concerned for their views and promote suitable ventures, formulating proposals as to the introduction of vocational training or retraining courses". It goes on to say that "a worker who has been laid off will no longer be eligible for the earnings supplement if he refuses to attend the vocational training or retraining courses.

It was only recently, then, that a new concept seems to have emerged: that training should be a condition for the continuance of help out of the earnings supplement fund. The resolution passed by the Comitato Interministeriale per la Programmazione Industriale (CIPI - the inter-ministerial committee on industrial planning committee) on 19 November 1981, discussing the need to verify "the existence of a plan of restructuring, reorganization or conversion" to determine whether extended support from the earnings supplement fund is justifiable, lays down that a company must submit a restructuring plan, to include detailed information on "any training scheduled at company level or in the public sector". Nevertheless, the phrase "any training" is used, reflecting the irresolute tone of the rest of the text. Absolutely no obligation is placed on the public sector vocational training system to draw up plans of innovation or rethink its activities in order to cope with this potential demand for training, even though the demand is substantial and the training relatively easy to organize.

Employers and unions, on the other hand, seem to have reacted more promptly to the vocational training challenge posed by the threat of unemployment, especially in the formal expression of industrial relations, collective bargaining.

Of considerable interest are certain collective agreements under which the parties agree as to the advisability of broadening discussions from wages and working hours to include decisions on industrial policy, strategy and other matters associated with employment. There have also been undertakings to deploy vocational training to combat unemployment as part of company policy of creating "substitute activities" as compensation for inevitable job losses.

An innovatory trend which might serve as a point of reference for the vocational training policy of large companies and groups is the type of contract reached between the unions and Ente Nazionale Idrocarburi (ENI - the national hydrocarbons board). The shadow of unemployment has been cast on almost all the companies within the group, the public sector leaders in the chemical industry.

One region in which the risk of unemployment engendered by the grave crisis in the chemical industry is particularly acute is Basilicata. Under an outline agreement signed on 4 April 1981 by ASAP (the employers' association representing companies coming under ENI) and FULC (Federazione Unitaria Lavoratori Chimici, the federation of chemical workers' trades unions) plus local union bodies in Basilicata, ENI entered into a general undertaking that it would promote alternative ventures rather than to try to keep on jobs in their previous form. The new ventures were to be consonant with regional planning designed to link industrial and agricultural development with the expansion and upgrading of the service sector, the end goal being to achieve balanced production growth.

In place of the factory formerly owned by Liquichimica di Tito (Basilicata), which was to be closed down, ENI was to guarantee the "restoration of jobs, whatever the sector of the market in which they might be reinstated".

In the chemical industry area of Pisticci-Ferrandini, there is now a two-pronged plan for the reorganization and conversion of existing factories and for the "creation (in the local area) of a widespread production fabric and the stimulation of local enterprise".

Finally, ENI has undertaken not merely to "maintain a balance of employment but also to promote and/or create 300 additional jobs in the area".

An essential part of the plan is its structured vocational training programme, whose primary objective is "the achievement of a new standard of professionalism, in the sense of a range of technical and cultural abilities, both individual and collective, as well as technical and cultural awareness of the organization of labour and production processes and relationships, . . . the acquisition of greater knowledge and skill than has hitherto been possessed or considered necessary, and the development of the ability to analyse the physical, organizational and social aspects of the production process in general as well as the specific production cycle on which each worker will be engaged, to include technological and technical factors associated with each worker's phase of the process".

The same concept - combating the threat of unemployment by innovatory forms of training linked with production changes, company reorganization or the launching of alternative activities - is embodied in the agreement reached on 13 April 1981 by the Ministry of State Holdings, ASAP, the Region of Tuscany, the federation of three trade unions (CGIL, CISL and UIL), the national FULC body and local union bodies within the area of Monte Amiata (Tuscany).

Under the agreement, the general commitment is to maintain overall employment at the level of 1,100 jobs. Not all the workers, however, will go back to their jobs in the restructured mercury mining sector; some will be retrained and employed on completely different work such as the deep-freezing of fish and the growing of produce under glass (see data sheet IT/01/A). In the other case (see IT/02/A), to avoid creating surplus labour, the plan will be to retrain a number of glass-workers for jobs in the engineering industry.

3.2 Innovations and the threat of long-term unemployment

The duration of unemployment is a parameter that has only recently been taken into consideration in research on the labour market, but it is one of today's most interesting indicators. It is useful in analysing and measuring the manifestations of unemployment in given economic situations on a well organized labour market, but it is doubtful whether it will be equally valid in the analysis of labour markets in places where there is a sizeable "black economy" or where structural problems outweigh the shorter term economic problems. Uncertainty as to facts and concepts makes it all the more difficult to organize vocational training to match the undefined demand.

This is why it is so hard to identify and classify innovatory trends in vocational training in Italy in a situation of prolonged unemployment. It is less difficult to measure long-term unemployment among workers who have been laid off and are receiving support out of the earnings supplement fund discussed above, even though the fund camouflages their long-term - sometimes indefinite - unemployment. The 1978 national labour agreement for metalworkers employed in the private sector, for example, states that the period of payment of earnings supplements can always be extended if the objective is "to promote conditions in the meanwhile that will stimulate job creation". Workers whose names have been on the "mobility lists" for at least two years and who are paid benefits out of the earnings supplement fund are entitled to be taken back by their former employer if they receive no offer of alternative work. Officially, therefore, people whose earnings are supplemented out of the fund are not unemployed but "suspended" from employment, retaining all the benefits of an uninterrupted length of service for their company. Whatever their official status, however, no attempt has been made to use these periods of enforced idleness for the new type of training that is needed.

Furthermore, looking at the long-term unemployed who do not benefit from the earnings supplement fund, it is difficult to apply the concept of "long-term unemployment" to an analysis of the situation that is so common in Italy: a combination of chronic unemployment and undeclared, unofficial labour. When it is impossible to obtain facts and figures on a labour market, it is easy to understand why no action has been taken in response to the suggestion from various quarters that a "task force" should be set up to provide training and some form of employment for the army of jobless and those in precarious employment. Those activities arranged in an attempt to relieve the pressure exerted by the vast number of unemployed have not taught the subjects that would be really useful, even on an emergency basis, but have tended to be a form of social welfare or have been introduced out of a concern for law and order. A case in point is the project in Naples, described in IT/05/B.

The only category of long-term unemployment to which reference can be made, then, is the group of young people in the period following their completion of education and training at 18. In the past, the time that elapsed before finding their first steady job was fairly short, but large numbers of young people now come into the category of long-term unemployed.

In Italy, this is the only age group for which continuous education and training is in fact provided. As we have pointed out, Law 285 was introduced in 1977 as an ad hoc measure to expand youth employment. It was seen as a means of counteracting youth unemployment and giving young people access to their first jobs. It introduced the concept of the "work experience/ training contract" with employers. Although in practice it has had a reasonably beneficial effect on employment, it does not appear to have triggered off a process of innovation in the vocational training system.

The intentions underlying the legislation have not led to much practical achievement but a few examples of innovations are to be found. One of these is the experiment conducted by ENI's agricultural research centre (Centro di Studi Agricoli) at Borgo a Mozzano. Its aim was to give young people not just basic training but a measure of understanding of the relationships between technical aid, social development and regional development (13). A second training scheme, the Region of Basilicata project for young handicapped people, is designed to assist the group at a greatest disadvantage on the labour market, a group that finds it hardest of all to gain a foothold in the world of production (14). We have already mentioned the training for 4,000 unemployed in the Region of Campania, the goal of which was predominantly social. The tension generated in the implementation of that scheme was no less serious than the tension it was designed to relieve (15).

3.3 **Training and the challenge of new technology**

The public sector vocational training system does not seem to have been very decisive or innovatory in its response to this challenge, as others. In an EEC report on what is being done by law and collective bargaining in Italy to protect workers on the introduction of new technology, submitted in April 1982 (16), the chapter on vocational training ("the retraining and re-employment of workers affected by rationalization") refers to legislative measures which, starting with Law 845 of 21 December 1978, can be used as a basis for further training oriented towards tecnological innovation.

---

(13) See IT/03/B.

(14) See IT/04/B.

(15) See IT/05/B.

(16) EEC, Report concerning the protection of workers on company rationalization, to promote greater knowledge about legislative measures and contracts on the subject in the law of member states: Italy (edited by G.C. Perrone); second half of 1982 (to be published).

According to the research findings, certain clauses, especially 5 and 15, of Law 845, are of great interest in that they "are a direct challenge to the production system within the framework of vocational training". It is also pointed out that many regional laws (legislation passed in Abruzzi, Basilicata, Campania, Emilia-Romagna, Friuli-Venezia Giulia, Latium, Liguria, Lombardy, the Marches, Piedmont, Apulia, Sardinia, Sicily and Veneto) broadly reflect the guidelines laid down by the national outline law.

When, however, we turn to the more specific subject of linking vocational training and technological innovation, the guidelines are fairly vague and sketchy. The research report cites the following:

> Abruzzi Regional Law 63, 1979, providing for training projects "to include those related to job mobiliity";
>
> Emilia-Romagna Law 19, 1979, which states that one of the aims of vocational training is to promote the acquisition of technological skills;
>
> Friuli-Venezia Giulia Law 42, 1978, regulating the establishment of courses linked with specific programmes of technological change;
>
> Lombardy Law 25, 1980, providing safeguards for the work force in connection with technological change;
>
> Umbria Law 47, 1978, under which refresher courses are to be made available to people wishing to "keep abreast of scientific and technological progress";

and many other laws that refer in some way to job mobility.

The vagueness of the good intentions enunciated in the legislation may be due to a measure of difficulty in distinguishing between the problems of the 1950s and 1960s, a time of intensive technical progress in the traditional sense, and the problems of the 1970s and 1980s, when an entirely new kind of technology, based on the microchip, was introduced on a vast scale. Even so, the law-makers did no more than outline the objectives. From the information that has been compiled, the regions do not seem to have followed up that general guidance by concrete action.

Once again, we must look to the companies themselves and to collective bargaining to find out whether there are innovatory tendencies in vocational training linked with new technology and if so, the extent of innovation.

A review of agreements between management and the unions has not revealed sufficient material for an exhaustive reply to the question, but it seems that some progress is being made, even if "technology agreements" have not yet been reached as in other EEC countries.

In an agreement signed on 11 March 1981 by Saipem, to which ASAP* and the trades unions operating in the energy sector were parties, we find that courses for 1,007 employees in the high-technology field of oil drilling were set up by company training schools or specialist institutes in the three year period from 1978-80.

The 17 April 1981 agreement between SNAM-Progetti, a company operating in the fields of plant engineering, research and technological development, and the energy industry unions shows that in 1980 more than 70 employees took part in training schemes.

* ASAP: Associazione Sindacale per le Aziende Petrolchimiche e collegate a partecipazione statale - association representing management in petrochemical and associated companies in which the State has a holding.

The agreement of 17 April 1981 between Agip Nucleare and unions representing chemical workers recognizes the need for highly specialized qualifications for its work force and includes an undertaking by the company "in this context of active and well motivated specialist participation" to implement "adequate training projects".

Under an agreement signed on 30 April 1981 with energy industry unions, Enidata, a software house that is to serve the ENI group, promised to train about 70 specialists a year over the next three years (although it had already arranged 201 courses for 1,287 trainees in 1980).

In the course of negotiations on the renewal of a collective agreement of 14 June 1962 for the employees of newspaper printers and publishers, the employers declared their willingness to retrain personnel under plans for technological reorganization and, whatever the outcome of the negotiations, to publicize the facts and figures on referesher training up to this time, to include the time spent on training, the specialist skills imparted and the financial outlay.

The platform of the federation of metalworkers during current negotiations for the new industry-wide agreement includes a claim for "agreements between management and workers at company level as to job enrichment in line with changes in the organization of labour and the introduction of new technology, . . defining the training needs and drawing up plans for vocational training to satisfy those needs".

In a commercial agreement between Euteco Impianto amd SNAM Progetti concluded on 3 May 1982, the latter company undertakes to devote special attention "to instruction and training activities".

In renegotiating the public transport workers' collective agreement of 17 June 1982, the national union federations promised that if the agreement was renewed they would allow employers to step up the efficiency of the public service by various measures, including the introduction of new technology, but stipulated that at the same time the employers must tackle the problem of workers whose skills no longer match up to the demands of their jobs by expanding the training available.

The basic trend, then, is fairly clearly defined, although its content and extent are still uncertain. In our report, we should like to draw our readers' attention to two notable cases that illustrate - although they may not be typical of - this trend. One is the training support provided by Ancifap (Associazione Nazionale Centri IRI Formazione e Addestramento Professionale - the national association of IRI vocational instruction and training centres) to a steelworks in Terni, Umbria. The innovatory aspect of its approach is that shop-floor workers conduct their own group research on optimum working methods (see IT/08/C). The other case is a training scheme incorporated in the development plan for the tanning industry in the Region of Tuscany. Here the innovation is the introduction of "appropriate" new technology into the courses (see IT/07/C).

3.4 Training projects and situations specific to the Mezzogiorno, especially the earthquake areas (Campania and Basilicata)

In the chapter on training and the threat of unemployment, we have already mentioned the Pisticci outline agreement (named after a place in Basilicata) under which the signatories - ENI and the chemical workers' federation - committed themselves to tackling the employment problems created by the permanent closure of the Liquichimica factory and the need to restructure the whole chemical industry area of Pisticci-Ferrandina and switch to other forms of production. One of the means by which the problems was to be tackled was vocational training.

This outline agreement sets up complex training schemes for the labour force in a given production sector facing the prospect of unemployment. It is an area where the chemical industry had only recently been established, where newly built factories were being shut down before they had even had the time to start up production (as in the case of Liquichimica). The Pisticci agreement was signed on 4 April 1981, right in the middle of the state of emergency that followed the November 1980 earthquake in Basilicata (and Campania). In this large area of Southern Italy, the growth stimulated by external factors, in other words the decision (taken by industry outside the Mezzogiorno) to locate large chemical plants there, had immediately come up against the constraints created by the oil crisis; at the same time, growth had not been stimulated internally by making better use of the local resources, something that might have compensated for the constraints.

The agreement is of even wider interest, however, in that it points to a new direction for continuous education and training in Southern Italy. Item 1, on ENI's overall commitment in the region of Basilicata, clearly states that "in the transfer of resources for the reconstruction and revitalization of the Mezzogiorno and the earthquake areas, ENI will be one of the vital channels for public sector support in Basilicata".

ENI's declared role is two-fold: to act as the promoter and administrator of development projects "designed to improve, consolidate and expand the spirit of industry in the area"; and to be the means whereby, "under regional planning, the development of industry and agriculture is combined with the expansion and upgrading of the service sector and services to help bring about balanced production growth".

In fulfilling the first part of ENI's role, the training will be very carefully structured and varied, the aim being to "enable all workers to develop their individual abilities to the full". The agreement does not tackle the issue of training in the broader sense, associated with the objective of developing production sectors other than industry; this is deferred until the finalization and implementation of an overall plan to be drawn up by an ad hoc body, whose members will include representatives of the regional authority, the mountain towns and villages, the municipal areas affected and cooperatives.

The basic concept, nevertheless, is fairly clear. The need is tackle the grave problem of arrested development brought about by the crisis faced by large companies, especially State-funded concerns, which have only recently set up in the Mezzogiorno (as in the case of the chemical industry areas of Basilicata, and also in Sicily and Sardinia). One of the ways of achieving the combined aims of changing the nature of exogenous development and promoting endogenous growth will be intensive, widespread and diversified continuous education and training. The procedures will have to be completely different from those adopted when supporting the industrialization of the Mezzogiorno in the 1950s and the 1960s.

Parallelling this tendency to introduce new continuous education and training objectives and methods in areas where development has been suspended, as in the Mezzogiorno, another trend is emerging: to try out a different type of training in an attempt to encourage a new form of growth, primarily endogenous, in the inland areas of Southern Italy. Although relatively peripheral, these areas are not without their own vitality. An alternative route towards development seems to be feasible there, above all by making optimum use of local resources.

It seems that these new forms of growth will supplement rather than replace the existing socio-economic system. The lines of development appear to be as follows:

> first of all, the incentivation of and increase in local entrepreneurial capacity, with both funds and technical aid being available to help entrepreneurs find out the range of existing ventures and determine the kind of schemes that might be introduced to support those ventures;
>
> expansion of small production units and new forms of business and industry, to encourage the spread of different methods of production such as cooperation, part-time work and craft firms;
>
> the placing of greater emphasis on economic sectors that, although not on the decline, have been neglected, such as agriculture, forestry, services and even in a few cases tourism.

Vocational training is one of the factors that will promote this type of development and, with the growing need for training inherent in this process of growth, its role will become more and more important.

In the past, such training was often no more than a form of social welfare. It was not unusual for the system to be used merely to train people for industrial jobs in Northern Italy. Today, training is far more meaningful and innovatory: in the goals at which it now aims (planning, the structured and flexible use of training resources, analysis of training needs), in its essential social content, in the ways in which it responds to needs generated by technical progress. In other words, the training goal - apart from the obvious objective of disseminating and improving basic knowledge and skills - is now to make the best possible use of existing local resources without disrupting the mentality or way of life of the local community or the scale on which it is accustomed to operate.

One case that we feel best exemplifies this trend is a training project being implemented by the Giulio Pastore Foundation. Its aim is "job creation and the development of labour relations". Even in the phase leading up to the main part of the training project, in selected areas (Avellino and Benevento) the trainees conducted research on the socio-economic situation to identify for themselves a model for local development compatible with the optimization of existing job skills and economic assets (17).

Yet another trend is becoming apparent in the light of the latest developments in vocational training. Its particular interest is the type of client for which the training caters. The scheme described in the data sheet is designed not for production workers but for the staff of agencies (the union or the regional training centre) that use training projects to provide a different quality of service to the community in which they operate. Instead of the traditional "course instructor" the scheme creates "training leader/promoters" or "planner/trainers" who become thoroughly conversant with the demand for training as it emerges in the socio-economic context and the forms of training that can be set up by their own organizations.

---

(17) For further details, see IT/12/D.

In the project being promoted by the Giulio Pastore Foundation, the clients were unionists in the areas concerned who wanted to find out more about the best ways of deploying the resources, including training resources, at their disposal.

The same goal of training the trainers was pursued by the Naples branch of Ancifap in its scheme in two of the Campania regional vocational training centres. Among its goals was tthe formulation of a model of intervention for the reorganization of centres in the region (18).

We have described how the earthquake provided the incentive for an overhaul of the system of job placement in Italy which had remained unchanged since legislation introduced in 1949. An incidental result of this overhaul was to alter the links between placement and vocational training. Faced with the state of emergency created on the labour market, as elsewhere, by the earthquake, the Government decided to bring in an emergency measure (a decree-law of February 1981, ratified by Law 140 in April 1981) anticipating the reform of the job placement system, if only in the earthquake regions and on an experimental basis. This reform had been promised many times but had never come into being. Under the emergency measure, employment boards at regional level and in the emergency areas were given the power to compile figures on the flow of labour and local employment prospects, ascertain and analyse the level of workers' skill, draw up vocational training plans and make flexible arrangements for placement and job mobility.

---

(18) For further details, see IT/13/D.

Law 1409 also introduced new regulations on the subject of training/work experience contracts. The regional boards were given powers to decide on procedures whereby employers would take on applicants under such contracts and how these arrangements could be supplemented by appropriate vocational training outside the company.

In 1981, with the benefit of the new powers granted under these regulations, the Regional Employment Board for Campania could attempt to promote 2,500 such contracts in the building industry in the city of Naples and in Irpinia. Reconstruction consortia were involved in the "pre-recruitment" project to give a large number of people a chance of their first job. Nevertheless, "the difficulties encountered in the course of attempts to implement the proposal were enormous," acknowledges the 1982 ISFOL report, one reason being that "no technical agencies capable of planning training projects quickly existed". Even less impact was made by the powers assigned to the Regional Employment Board for Basilicata, where the new regulations had virtually no effect on the public sector vocational training system.

3.5 Training and the problems of agricultural development

Agricultural development is a matter of special concern at this time: people working on the land still account for a sizeable proportion of the work force, especially in certain areas of the Mezzogiorno; at the same time, industrialized countries - and most of Italy can be said to be industrialized - have entered into a new economic era in which a fresh look must be taken at the ways in which the role of agriculture in the national economy and in local economies must change, superseding the role to which it used to be relegated under the old model of industrialization.

It is too soon to say that any clear-cut innovatory trends have become apparent in the Italian vocational training system in this respect. Because of its possible pioneering significance, however, we should mention the proposal for a "lifelong rural education system in the hypothesis of the scientific/technical/organizational development of the Lombardy rural environment", drawn up by FAST with the cooperation of the Lombardy Industrial Association, at the request of the Region of Lombardy's Department of Education. This proposal was presented at a one-day seminar on 21 October 1980 (19). Having outlined a rural development scenario as an alternative to the model of Lombardy agricultùral development in Lombardy, the paper describes this system and suggests specific changes:

- scientific research, to provide the moving spirit for Lombardy's rural development;
- efforts by the universities to promote the status of countryside skills and to spark off a process of lifelong rural education;
- the foundation of an institute for integrated rural training and experimentation (ISFIR);
- the configuration and syllabus of ISFIR courses;
- refresher training for instructors;
- integration of technical aid into the general lifelong rural education system;
- an educational system that will promote true rural development, so that young generations growing up in the countryside will be far more aware of planning for their own area and be capable of taking part in that planning;
- the grafting of socio-economic and cultural elements to vocational instruction modules;
- the creation at regional level of a structure for the planning of integrated rural development;
- regional vocational training schemes to promote rural development;
- an "educational agribusiness game";
- the compilation and dissemination of regional information to back rural development and as a documentary basis for vocational training.

---

(19) Region of Lombardy, Ricerca sui contenuti formativi nei settori meccanico, elettronico, chimico, agricolo; metodo scientifico. Milan, 1982, pp. 131-188.

The proposed changes related to the specific theme of the seminar, vocational training, although this was viewed as one element in the broader process of lifelong rural education and training, the aim of which - to quote the paper - "is to help to educate the human being as a citizen with his own vocational status, one who has yet to achieve a clear-cut identity: the 'countryman', the prime mover and creator of environmental and cultural development in the Lombardy countryside and mountain areas".

Nobody can predict what lies ahead and it may seem an exercise in futurology, in a report on innovatory trends, to take what is still no more than hypothetical and call it a trend. Nevertheless, to cite the paper, "it is by no means a pointless indulgence of the imagination to guess at the long-term consequences of things that have already happened, of decisions or guidance already given by the people in charge in the political, scientific, technological and cultural fields, to be alert and sensitive to the signs of the times and to relate them to the probable guidelines for development founded on alternative socio-political values, whether these values are already with us or whether they they are emerging". This is in fact what has been done by the plan formulated for the Region of Lombardy.

Still looking at the future and attempting to discern innovatory trends, we should also mention the courses of action proposed by the Region of Emilia Romagna in the agricultural sector in 1982-85 (20). The underlying assumption is that, in agriculture, what is needed is to enlarge the store of knowledge of agricultural workers, especially that of farmers, and to help them acquire a clear awareness of the contribution they can make. In terms of education and training, this awareness implies the rethinking of the models of training that have been common until now. To know how to do things is not enough; there must also be an ability to solve problems and make operational plans.

---

(20) Linee di intervento formativo della Regione Emilia-Romagna nel settore agricolo, in "Notiziaria Cipa. AT", no. 3, 4, 1982, pp. 18-21

The "consolidated" training system in Emilia creates considerable potential, providing as it does 800 courses a year. With the recent introduction of agricultural development services and with the launching of schemes offering technical and financial aid and information to farmers, vocational training efforts must be rechannelled and objectives reviewed. The goals should be to offer beneficiaries not just information but the means of finding out information for themselves, using the technical, management and planning instruments related to their work.

The tasks of an agricultural vocational training system may be summarized as follows:

a) to provide sound backing for the implementation of regional agricultural policy;

b) to offer farmers, farm workers and technicians timely and accurate technical, economic and scientific information, operating capacity and conceptual means of analysing the position on their farms and holdings, awareness of the services available in the local area and the ability to make use of them;

c) to provide a forum for reflection and the working out of ideas.

Bearing these factors in mind, the plan for training in the Region of Emilia-Romagna is to give priority to specific types of beneficiaries, in the light of a strategic assessment: persons for whom agriculture is their main occupation; those for whom agriculture is a part-time occupation; skilled workers (on the permanent pay roll of medium-sized and large farms); agricultural technicians; and students at the State school.

Of great interest is the incentive to innovation in continuous education and training generated by the completion of numerous irrigation projects, especially in the Mezzogiorno.

At present, irrigation work is proceeding on about one million hectares of land (21). This is work on a macroscopic scale, not only in quantitative terms but because of all the implications for future employment and production growth. Closely related is the introduction of new technologies into agriculture. Once land is irrigated, different types of produce can be grown using specific techniques, based on different trading methods.

Another aspect of the changes taking place in agriculture, the changes that stimulate innovation in vocational training, is the development of an agri-food industry, with growing involvement of the farmers in the processing and marketing of their produce.

The optimization of energy resources is also relevant to agriculture for two reasons. Many agricultural by-products can be used for the acquisition of these new resources; and the aim of agricultural technology must be to save energy.

Finally, we should mention the growth in the services linked with agriculture, such as research, product marketing and farm management services.

It is apparent from this picture that innovation is needed in many directions. Each of the changes described tends to call for a new type of farmer, someone who is more of an entrepreneur than a peasant, someone who is also an expert in the technical side of running his farm.

---

(21) ISFOL, Rapporto ISFOL 1982 sulla formazione professionale. La forza lavoro e le politiche dell'impiego in Italia. ISFOL, Rome, 1982, Chap. III, Sect. 5 A.

Vocational training satisfies this need, above all by creating technical aid centres, now one of the most important instruments of agricultural policy. Agricultural technicians are sent to "help" the farmers of today to become what it is thought, in the light of economic structures, the farmers of tomorrow should be.

The regional authorities are reasonably aware of the problems. The Region of Emilia-Romagna has launched courses in Rimini which provide vocational training for farm workers based on new techniques of "directed pest prevention" in wine growing (see IT/14/E). Part of the course is a sort of self-training and is conducted on the farms where the trainees actually work.

The great need for training in the agricultural sector, both for the farmers and for their employees, cannot always be met due to a shortage of instructors. Nevertheless, there are projects designed to overcome even this drawback. Once again, the regional authority plays a significant role as the centre for the promotion of such projects. One instance is the "course on methods of agricultural advice and technical aid" organized on behalf of the Region of Molise. An interesting sidelight is the difficulty encountered by agricultural technicians who have trained on this course in integrating in the local community (see IT/03/C). This shows that the technician is not always automatically accepted by the people he wants to help. The experience is not uncommon, especially in a society where traditional methods and attitudes are still firmly rooted in agriculture.

4.1. Documentation on the examples of innovations in continuing education and training

01 A Vocational retraining in Amiata area
(Centro di Formazione Professionale INDENI)

02 A Vocational retraining courses
(Centro Promozione Sperimentazione ENAIP)

03 B Course on the methodology of agricultural advisory and technical aid services
(Centro Studi Agricoli)

04 B The vocational training and social/occupational integration of the handicapped
(Ente Nationale ACLI Istruzione Professionale-ENAIP)

05 B Training courses for 4.000 unemployed on behalf of the region of Campania
(ANCIFAP, GESTIONE SPECIALE)

06 B Job training courses for recent graduates
(Ansaldo S.p.A.-Servizio Formazione della Direzione-Problemi del Lavoro)

07 C Refresher/retraining courses for tannery workers in the leather-working development zone
(Amministrazione Provinciale di Pisa)

08 C Training in "Standard operating practices" -Heat treatment and rolling furnaces in Terni steelworks
(Centro Ancifap Terni)

10 C Job retraining in telecommunications sector
(ANCIFAP-Naples)

11 C Training in new quality control techniques
(Texas Instruments-Semiconduttori Italia S.p.A.)

12 D Job creation and the development of new working relationships-Research and training in two inland areas in southern Italy
(Fondazione Giulio Pastore)

13 D Support training for administrators and instructors at two vocational training centres in the region of Campania
(ANCIFAP, ENAIP)

14 E 200-Hour on-the-job training course- vine-growing-directed pest control methods
(CIPA)

4.2. Comment by the National Group

At the time of winding up and reviewing the discussions, the national Group expressed some of its views on systematic ways of continuing the Cedefop project on the observation of innovatory trends in continuous education and training. Briefly, the Group's suggestions fell into three general categories:

- Before embarking upon the next phase of research, Cedefop should do more to disseminate the findings acquired in the light of the experience that has now been reviewed. This is of special interest both for the objectives and for the methods which have been revealed. One way of disseminating the information more widely might be a congress. The two-fold benefits of a congress are that: it may arouse greater awareness of the issue of innovation in vocational training in political circles; and it would be a more dynamic way of conveying and interpreting the findings than could be achieved by a mere reading of the European reports;

- In practice, continuous education and training have wider implications, spilling over into adult education, in all of the European countries. At the same time, the borderline is still blurred between continuous education and training on the one side and, on the other, traditional vocational training or basic training; rather, the relationship between the two is sequential. Any innovation in continuous education and training, then, will exert a great influence over all the other fields of training and education. The analysis of these effects should be a research priority under any Cedefop scheme for the permanent observation of innovations in continuous education and training.

- When seeking to identify innovations in continuous education and training, we usually encounter two scenarios that both coincide and conflict: one is the short-term scenario of unemployment, the other the longer-term scenario, the challenge of new technology to the socio-economic system. A clear distinction should be made between the solutions that vocational training may offer to these two separate but overlapping problems. One instance is the problem of training for redundant workers, who are increasingly suffering both from lack of work and from the difficulty of projecting themselves as having a useful job skill to offer.

Another point to be made is the growing tenseness - to the point of provocation - on the labour market with regard to training policy. Where new forms of entrepreneurship and new vocations are coming into being, for instance, special care should be taken to ensure that the training provided is the proper response to the needs. Not the least important reason for this care is that training schemes are tending to encounter protest and tension among those whom they are designed to benefit, as well as conflict among those administering the training. In the long run, this dissent might characterise the whole training enterprise.

4.3 MEMBERS OF THE NATIONAL GROUP

1. Livio PESCIA (IRI, Istituto per la ricostruzione industriale)
2. Alberto VALENTINI e Gabriella PACELLA (ENAIP, Ente nazionale ACLI per l'istruzione professionale)
3. Daniela PESCAROLLO (ISFOL, Istituto per lo sviluppo della formazione professionale dei lavoratori)
4. Giovanni SATTA (CONFINDUSTRIA, Confederazione generale dell'industria italiana)
5. Antonio AUGENTI (Ministero della pubblica istruzione)
6. Nicola FIORE (Ministero del lavoro e della previdenza sociale)
7. Paolo GARONNA (CREL, Centro di ricerche sull'economia del lavoro)
8. Nadio DELAI (CENSIS, Centro studi investimenti sociali)
9. Enrico GIACINTO e Anna Lisa VITTORE (CISL, Confederazione italiana sindacati lavoratori)
10. Enrico VERCELLINO (CGIL, Confederazione generale italiana del lavoro)
11. Pierluigi SALVAGNI e Chiara DE CAMILLIS (UIL, Unione italiana del lavoro)
12. Saul MEGHNAGI (IRES, Istituto di ricerche economiche e sociali)
13. Luisa FUSE' (Università di Roma)
13. Maria Ida IACONA (CONFAGRICOLTURA, Confederazione generale dell'agricoltura italiana)
14. Cataldo DI NAPOLI (IAL-CISL, Istituto addestramento Lavoratori della CISL)
15. Vincenzo ROMANO (ENEL, Ente nazionale per l'energia elettrica)

TECHNICAL TEAM

1. Vincenzo SABA (Fondazione Giulio Pastore)
2. Benedetto CALI' (Fondazione Giulio Pastore)
3. Luciano OSBAT (Fondazione Giulio Pastore)
4. Maria Pia CAMUSI (Fondazione Giulio Pastore)

G. van Enckevort
C.J. Snijders

November 1982

NL

CONTENTS

page

Foreword 316

1. Introduction 318

2. Vocational training for adults: an overview 320
  2.1.Adult education 321
    2.1.1. Primary education 321
    2.1.2. Secondary education 322
    2.1.3. Further education 323
    2.1.4. An interpolation 325
    2.1.5. Higher education 327
  2.2. General and cultural education for adults 328
  2.3. The role fo the Ministry of Social Affairs 329
    2.3.1. Vocational training centres for adults 330
    2.3.2. Centres for occupational guidance and training 330
    2.3.3. Courses for the young unemployed 331
    2.3.4. Training for the disabled 331
    2.3.5. Government and industry training grants scheme (SOB scheme) 332
    2.3.6. Government training grants for the unemployed 332
    2.3.7. Development projects in education towards occupational qualifications 333
  2.4. Distance learning 333
    2.4.1. Correspondence schools 333
    2.4.2. Educational broadcasting 334
  2.5. Internal company training schemes 334
  2.6. External training 335
  2.7. Problems 336

3. Trends in innovation 339
  3.1. Technological innovation 340
  3.2. Countering unemployment 346

4. Concluding remarks 358

Note 359

Annex 1 : Membership of steering group 360

Annex 2 : Selected examples of innovation 361

Trends in Innovation in Continuing Education and Training in the Netherlands

G. van Enckevort
C.J. Snijders

A Study for the European Centre for the Development of Vocational Training

Foreword

Some time ago the European Centre for the Development of Vocational Training (Cedefop) proposed that an inventory be drawn up of trends in innovation in continuing education and training in the member states of the European Community. In the subsequent consultations it was decided to limit the scope of the study in order to keep the size of reports within reasonable bounds and to specify the fields to be covered in order to ensure comparability between the reports from the various countries. It was agreed that:

1. the reports would be concerned with vocational training for adults, i.e. persons who have already completed the normal programme of education for children and adolescents (including part-time elements) without interruption, at whatever level;
2. they would deal with concrete developments and innovations over the preceding five years;
3. the major part of each report would relate to (a) the prevention and reduction of unemployment, and (b) the response

to technological innovation.

Finally, total length was not to exceed some 25 pages. Descriptions of illustrative case studies would be given on separate record cards or fiches, with the same questions being used in every country to secure comparability.

This Dutch study was carried out in a personal capacity by G. van Enckevort and C.J. Snijders. They obtained the information by collecting together and analysing the literature and by interviewing persons familiar with some or all of the field in question. They were helped in their work by B. Lammertink, who took responsiblity for most case studies. The exercise was supervised by a steering group comprising representatives of both sides of industry and of the ministries involved in adult vocational training (Education and Science and Social Affairs and Employment). The members of the steering group are listed in annex 1.

F.G. Wijnstra,
Chairman, Steering Group

The Hague,
November 1982.

1. Introduction

The 1970s saw a rapid growth in interest in adult education in the Netherlands. Three factors were responsible for this trend:

1. It came to be realized that education in childhood and youth was no longer sufficient in today's society and many people accordingly began arguing for "permanent education";
2. It was also argued that priority should be given to adults who had had few if any opportunities in their youth and who therefore needed a "second chance";
3. At the same time there was renewed interest in the issue of women's rights, the "second wave of feminism", one consequence of which was that women wished to remedy deficiencies in their education. These ideas found expression above all in the reports and recommendations of two governmental commissions, the Open School Committee and the Committee for the Promotion of Local Educational Networks (which were established in 1974 and 1975 respectively and wound up at the end of 1980).

The second half of the 1970s brought with it many new projects and a large increase in the numbers of participants; examples of major developments included the following:

1. Throughout the country moves were made to set up "Women in Society" (VOS) courses, flexible programmes spread over twelve sessions aimed at promoting greater individual and social awareness in women who had had little education. These were later followed by other courses, also of short duration, for women with greater basic education or who were concerned with specific questions (e.g. women in the menopause).

2. On the recommendation of the Open School Committe the government instituted the Open School pilot projects, in which a two-year curriculum was developed for adults with little or no post-elementary education who had difficulty in playing their part in society. The aim was to broaden participants' knowledge and to familiarize them with the structure and functioning of society, i.e. to supply the key skills for daily living. The pilot projects were particularly successful among women.

3. Evening institutes were allowed to offer their intermediate general secondary (Mavo) programme during the day. This produced a great influx of women, leading to the term "Mother Mavo" being coined. Later on other types of secondary education were also offered during the day, and participants were permitted to follow courses in single subjects (instead of being required to take the entire programme): this proved an increasingly popular option.

4. In many parts of the country small-scale literacy courses were set up for illiterate and semi-literate Dutch speakers; generally independently of these courses other courses were established for foreigners - mainly immigrant workers or refugees - needing to learn to speak, read and write Dutch.

These educational activities were mainly concerned with elementary education for adults: they were aimed at retrieving and building on what participants had learned at primary school, at teaching key skills for daily living and at developing participants' awareness of their own situation and abilities. The development of an appreciation of their own potential on the part of participants often led them into some form of vocational training, and some programmes made explicit provision to facilitate the transfer where participants wanted this. However, the main objective remained improved functioning in the participants' existing situation.

In recent years, however, there has been increasing public interest in vocational training for adults. There are a number of reasons for this, one of the most important being the rapid rise in unemployment, particularly among school-leavers. This is reinforced by growing demand among women for equal opportunities, in employment as elsewhere, and by the rising labour-market participation rate among women. Finally there is industry's increasing need for qualified labour, and in particular for staff who can adapt to technological innovation. The result has been growing government interest and involvement in this field: the state is expanding the services and facilities which it provides; it is initiating development projects in education towards vocational qualifications; it is helping industry with financial injections. This interest is of course not limited to governmental authorities: institutions not subsidized by the state have long provided courses designed to help participants keep abreast of technological innovation.

2. Vocational training for adults: an overview

The system of adult education in the Netherlands is anything but uniform. To take a positive view, this means that adults have a wide range of study facilities open to them; however, it must be added that these facilities (a) are by no means always geared to the requirements of adult students, and (b) do not together comprise a balanced and cohesive whole.

To set the scene for this study we begin by summarizing the study facilities available to adults, limiting ourselves as far as possible to the vocational training field and dealing with major recent developments on the way [1].

2.1. Adult education

Adult education is covered by the same legislation as education for children and adolescents and is therefore the responsibility of the Ministry of Education and Science. The examination requirements are the same, though in recent years course content has in some cases been brought more into line with the needs and experiences of adult students.

2.1.1. Primary education

Nursery education for 4-6 year olds is in the process of being merged with primary education for 6-12 year olds in the new structure of primary eudcation. In the nineteenth century there were also elementary schools for adults, but - with the exception of the one in Amsterdam, which has around 2,000 students and is subsidized by the municipal authority - these have gradually disapppeared. As was noted in the previous chapter, the late 1970s saw the development of many small-scale literacy courses for both Dutch citizens and immigrants; most of these operate in community centres and social clubs, and the majority of the tutors are volunteers. In 1980 the government introduced two schemes to encourage programmes of this type, a general scheme covering literacy courses and a specific scheme concerned with educational activities for cultural minorities. These courses, which are mainly financed by the Ministry of Cultural Affairs, Recreation and Social Welfare, currently cater for some 30,000 adult students. Secondary schools and evening institutes offering secondary courses are now involved in providing intensive language courses (16 hours per week) for foreigners. No figures are available as yet concerning participants going on into some form of vocational training.

2.1.2. Secondary education

At the age of 12 children enter one of a number of types of secondary education, ranging from Lower Vocational Education (4-year course), through Intermediate General Secondary Education (4-year course) and Higher General Secondary Education (5-year course), to Academic Secondary (Pre-University) Education (6-year course). Experiments are also being carried out with comprehensive education for all 12-16-year-olds.

Both the Intermediate and Higher General Secondary courses and the Academic Secondary Course are also offered to adults, generally in adult institutes. Originally these were mainly evening institutes, but (as was noted in chapter 1) in the latter half of the 1970s they also began operating during the day. Also since the 1970s adults have been able to follow courses in single subjects (leading to individual subject qualifications) instead of having to complete a full examination course of six or seven compulsory subjects. This has led to a large increase in student numbers, from 20,000 in 1970 to 127,00 in 1981 (over 90,00 of whom were women). Some two thirds of the students are taking fewer than six subjects, many of them only one or two. Some participants hope that their qualification will help them obtain a job, but this is becoming increasingly difficult. Others want to use their qualification to go on into vocational training; there are only limited opportunities for doing so, however, most of the openings being in the areas of Intermediate Commercial Education, Intermediate Domestic and Craft Education and Intermediate and Higher Social Work Education.

Lower Vocational Education for adults exists only in the form of separate courses which are generally practical in nature There are, for example, welding courses for adults (with around 12,000 participants), courses in the care of the elderly (13,000 participants) and courses in agriculture and horticulture (over 13,000 participants). Agricultural education is in fact the responsibility of the Ministry of Agriculture and Fisheries; it also includes management courses for both men and women.

2.1.3. Further education

After these various forms of secondary education young people can move on into some form of higher or further education; indeed, they are required to do so, since the law prescribes part-time education (for two days per week) for all 16-year-olds not following full-time courses. Some of those in part-time education attend educational institutes for young workers, but as unemployment has increased more and more 16-year-olds find themselves without a job. The numbers attending such institutes are falling (from 49,000 in 1972 to 21,000 in 1981), since more members of the age-group concerned are in full-time education. Other options are the apprenticeship system and Intermediate Vocational Education. Regional boards exist to disseminate information in the educational institutes and the apprenticeship system and to recruit students. For the large number of young people who nonetheless fall through the net, because of the inadequate links and coordination between Lower Vocational Education and the later forms of training, experiments are currently underway with Shorter Intermediate Vocational courses.

The apprenticeship system offers young people who have completed a Lower Vocational or Intermediate General Secondary course the opportunity of training in a range of occupational skills. The training is divided into two complementary parts, namely (a) a practical section which takes place within a firm or other organization with which an apprenticeship contract is concluded, and (b) a course of general and vocational education generally followed in an apprentice training institute, which takes up one or two days every week. The apprentice is thus both employee and student. Responsiblity for preparing the practical programmes and for final examinations rests with 32 national training bodies, one for each occupation or occupational group. Courses exist at elementary level (these last at least two years and provide a basic qualification in the occupation concerned) and at advanced level (lasting at least one year). The statutory regulations cover programmes for apprentices aged between 16 and 27. In addition to these programmes for the apprenticeship system the national training bodies (or associated sister organizations) and the regional apprentice training institutes provide a wide range of shorter courses, a number of which are open to adults aged over 27. They include bridging courses providing entry to the apprenticeship system, courses for the young unemployed, courses for the elderly, retraining and refresher courses, management courses and training courses for teachers and practical instructors. A recent development has been the growth of bridging courses specifically for the young unemployed. The apprenticeship programmes have a total of about 70,000 participants and the shorter courses about 20,000. The number of adults (aged 19 or over) taking part is increasing quite rapidly and now amounts to about 56% of the total. The government has for some time favoured abolishing the age ceiling of 27 years for the apprenticeship system, but this would be an expensive move.

Students who have completed an Intermediate General Secondary course or who were in the academically most demanding stream in a Lower Vocational school can enter Intermediate Vocational Education, in which there are eight subject groups. There also exist part-time Intermediate Vocational courses for adults, including intermediate commercial courses (with 30,000 participants), courses relating to the distributive trades and covering business practice and professional skills of many types (8,500 and 16,500 participants respectively), intermediate technical courses (over 5,000 participants), and intermediate household, craft and social-work courses (13,000 participants). Separate courses in intermediate agricultural and horticultural education are also provided for adults (almost 2,000 participants).

2.1.4. An interpolation

In addition to these forms of secondary and further education for young people and adults there are in many parts of the Netherlands Education and Training Centres for Young Adults (aged 17-30), also under the auspices of the Ministry of Education and Science. The young adults in question are no longer of compulsory school age, and for many of them schooling was not a pleasant experience. The Centres aim to familiarize participants (of whom there are currently about 13,000) with the structure and functioning of society and to extend their practical basic knowledge. Over the years the stress has come to be placed on work with young women, marginal groups, young immigrants and young disabled people employed in sheltered workshops. The Centres help provide a bridge to vocational training.

The Open School pilot projects - referred to in chapter 1 - also fit in at this point. These projects, which were aimed at adults (most particularly women) with little or no post-elementary education, sought to broaden participants' basic knowledge and to familiarize them with the structure and functioning of society, thus helping them to take control of their own situation. When the pilot projects had been completed the government initiated a series of "introductory projects", in which the results of the pilot projects are being taken up by day-time schools and evening institutes, apprentice training institutes, education and training centres and social clubs and community centres. Central importance is accorded to the experience, needs and wishes of the adult students, the aim being, as we have said, to help them to play a fuller or more active part in society. However, some participants - up to about 20-25% - go on into other forms of education, including vocational training.

2.1.5. Higher education

Higher education, which follows on from secondary education, has in the Netherlands traditionally been divided into university education and higher vocational education. It is currently passing through a period of rapid and radical change. Higher vocational education is to be the subject of separate legislation (it is currently covered by the Secondary Education Act), while university education is being divided into two stages; there is also to be framework legislation covering higher education as a whole.

For a long time the universities showed no interest in adults wishing to follow a course of study while working or running a home, but this was not the case in some areas of higher vocational education. For example, there have long been part-time courses for adults wishing to obtain a secondary teaching qualification (currently these have 20,000 participants), while a more recent development has been the accelerated training courses in social work (8,150 participants). Over the last few years the universities have also begun to cater for adult students, particularly in the areas of legal, economic and social studies. Estimates of adults following a course of higher education while working, running a home or unemployed, range from 85,000 to 100,000; the total is expected to rise as the universities seek to compensate for the fall in the number of young students (the number of young people is falling and the new two-stage structure of university education should accelerate the flow of students through the system).

Competition for the traditional universities in this area will come from the new Open University, which is due to start work in 1984. This form of distance education at the higher level, which will operate on an open-access basis, is planned to reach around 30,000 students with its university and higher vocational courses and sections of courses.

University-level institutions have for some time also been providing post-university courses, i.e. additional and refresher training for university graduates and others of similar academic level. Fifteen national organizations for post-university education are being established for this purpose. It is estimated that such courses already cater for some 65,000 participants. Additional and refresher training for teachers, with over 25,000 participants, is organized partly in the framework of post-university education and partly outside it.

2.2. General and cultural education for adults

Alongside the Ministry of Education and Science, the Ministry of Cultural Affairs, Recreation and Social Welfare has responsibility for a large section of adult education, mainly in such fields as general political education, social and artistic development and leisure activities. The courses are provided by a wide range of institutions such as local educational centres, adult education institutes, community centres and social clubs, residential centres and so on. Since community centres and social clubs are used for a great variety of social and cultural activities it is difficult to establish what precisely they provide by way of adult education; however, a survey of such institutions carried out some years ago showed a sharp increase in educational activities (with 25,000 participants in

1979), and their share is still growing. Many literacy courses, educational activities for cultural minorities and unofficial ("spontaneous") Open School courses are held in such centres. It is estimated that around 30,000 people are taking part in courses at local educational centres, 160,000 at adult education institutes and 60,000 at residential centres. These figures do not include participants in the educational activities of women's organizations, trade unions, professional organizations, churches and so on.

In fact the vocational perspective is not entirely absent from these general educational activities, despite their primarily cultural and social emphasis. Residential centres and adult education institutes host projects aimed at underpinning processes of democratization in industry or at complementing job-oriented training courses. Issues relating to the labour market are also covered in general programmes. The recent past has seen the development particularly of:

1. courses for members of works councils and codetermination committees (mainly in residential centres and adult education institutes);
2. pre-retirement courses;
3. social, cultural and educational activities for the unemployed and disabled.

2.3. The role of the Ministry of Social Affairs

The third ministry involved in adult education work is the Ministry of Social Affairs and Employment, which provides services and facilities - discussed in sections 2.3.1. to 2.3.6. below - in the framework of its policies for the labour market.

In most cases the local employment offices are used as intermediaries. Of a rather different nature are the various social and cultural activities funded under Section 36 of the Unemployment Benefit Act; their number is increasing.

2.3.1. Vocational Training Centres for Adults

These centres, which have existed since 1945, are nowadays aimed at the unemployed and those threatened with unemployment. The courses are geared to those occupational sectors where there is a demand for labour and the syllabus is restricted to practical skills and the necessary background theory. Course duration is from four to eighteen months. The method is one of "individual accelerated training", in which the stress is on self-directed learning. Participants may enter at any time, but the admission standards are quite rigorous. While following the course, participants receive compensation for loss of income.

In recent years the government has set itself the aim of doubling the number of participants by (a) offering new vocational courses, notably in the administrative and clerical sector, (b) making part-time attendance possible, and (c) enlarging the centres' capacity. It is hoped by these means to raise the number of participants at the 23 centres to 7,000; for comparison, the figure for 1981 was just over 4,600, most of whom were young and male.

2.3.2. Centres for Occupational Guidance and Training

These centres, which were first established in 1978-79, were originally intended mainly for foreign workers and immigrants from Surinam and the Netherlands Antilles; more recently they have been opened up to Dutch people. Starting from the participants' own wishes and aptitudes the centres aim to provide vocational preparation in a broad sense, including tuition in the Dutch language, familiarization with Dutch society, familiarization with occupations, occupational practice and bridging courses to vocational training inter alia at the Vocational Training Centres for Adults. The numbers of participants at the 15 centres is rising rapidly (from 900 in 1980 to a planned total of 3,000 in 1982).

2.3.3. Courses for the young unemployed

These courses were mentioned in section 2.1 in connection with the apprentice training institutes, which also provide shorter courses, including bridging courses for the young unemployed. These courses were first established in 1976; after an experimental period of four years they became part of normal policy. They are funded by the Ministry of Social Affiars and Employment in the framework of its policy for training and the reduction of unemployment. In 1981-82 there were 145 such courses, in which 3,800 18-23-year-olds took part. The courses are intended to provide a bridge either to employment or to higher-grade vocational training courses.

2.3.4. Training for the disabled

Two rehabilitation centres (at Hoensbroek and Croesbeek) now include training institutions for the disabled. These institutions, which began work in 1980-81, are financed partly by the Ministry of Social Affairs and Employment.

2.3.5. Government and Industry Training Grants Scheme (SOB Scheme)

Under this scheme training projects geared directly to firms' staffing needs are developed in consultation between employment offices and firms or groups of firms; the participants are registered unemployed persons. Firms' training projects were recently opened up to persons not employed by the firm concerned and to employees threatened by unemployment. The Ministry of Social Affairs and Employment contributes towards the actual training costs and, where participants are employees, towards their wages. The training programmes, which are generally short, require the Ministry's approval; they are relatively effective, since they are immediately concerned with the carrying-out of a particular job. About 300 firms make use of the scheme, which had 8,650 participants in 1981.

2.3.6. Government training grants for the unemployed

This grants scheme enables unemployed persons registered with an employment office to follow a course of study at the government's expense. The aim is to facilitate the participants' reemployment or to maintain their training level. The likelihood of reemployment plays a crucial role in decisions on eligibility for grants. Increasing use is being made of the scheme: participation rose from 2,480 in 1971 to 11,112 in 1980.

As well as this training grants scheme there are other schemes with a training aspect, aimed notably at expanding employment opportunities and at promoting placements. They include an experimental jobs scheme.

2.3.7. Development projects in education towards occupational qualifications

Twenty-two new development projects are currently in preparation. Starting from existing provisions, the aim is to develop a set of educational activities, geared to participants' needs, which will offer them information and guidance, bridging facilities to other forms of training and certain qualifications. The target groups are ones which have so far been scarcely reached if at all: the very poorly educated, the unemployed and employed persons who are or may be threatened with unemployment (together with women wishing to enter or reenter the labour market). The projects are to be carried out cooperatively by apprentice training institutes, vocational training centres for adults and so on. A number of practical difficulties remain to be overcome, but it is hoped that they will have begun operating before the start of 1983.

2.4. Distance learning

2.4.1. Correspondence schools

In the course of the 1970s the Ministry of Education and Science introduced regulations governing the recognition of correspondence schools: these place particular stress on safeguards for the interests of participants. Most such institutions have now been recognized; a few have not. In 1979-80 the recognized institutions had 209,000 students. As well as general-interest and normal secondary courses correspondence schools offer courses of a vocational nature in areas such as agriculture (8,000 students), technical subjects (33,250 students), transport (4,500 students), economic and administrative studies (54,000 students), health care (4,250 students), medical and paramedical training (9,200 students) and teaching (9,700 students). The economic recession has caused an increase in the demand for short courses leading to practical qualifications as people seek to secure their jobs or improve their employment prospects. The correspondence schools receive no government funding and participants are increasingly finding difficulty in affording the fees.

2.4.2. Educational broadcasting

Education is one of the functions of all broadcasting organizations in the Netherlands but there are two - RVU and Teleac - which exist specifically to provide educational programmes for adults. The courses provided in recent years by Teleac, the larger of the two, have covered such subjects as microprocessors (18,000 participants), management (8,200), microelectronics (3,300), weights and measures systems and trading standards (5,200) and office innovation (7,200).

2.5. Internal company training schemes

Various types of training are available to company employees. Opportunities are greater in the larger firms, particularly in the manufacturing sector, and the relatively well educated and trained employee is more likely to be able to take advantage of them than his or her less well educated or trained fellow-worker. Younger employees are also more likely to be offered training than their older colleagues.

Certain internal company schools have a function within the apprenticeship system (see section 2.1); otherwise their main task is to provide:

1. job-oriented training (introduction to and training for the workplace, specialist training of various types, courses aimed at raising the level of skills or qualifications, etc.);
2. company-oriented training (additional or refresher training geared to the management, growth or continuity of the company concerned);
3. training in the area of labour relations (relating e.g. to negotiations on working conditions or to organizational development), including courses for the members of works councils.

There are considerable differences between the various sectors of industry in the numbers of training courses provided, and indeed estimates of the number of participants vary widely (ranging from 120,000 to 300,000 or more). In recent years there has been a trend towards providing fewer internal training courses, with specialist organizations being brought in from outside to provide courses for companies' employees (see section 2.6), or alternatively with employees being sent elsewhere for training (see sections 2.4 and 2.6).

2.6. External training

Alongside the various educational and training facilities which are funded by the government there are also private institutions offering education and training without government funding. Some years ago a number of these institutions formed an association one of whose objectives is the introduction of recognition regulations similar to those applying to correspondence schools. The Ministry of Education and Science is currently working on such regulations, partly with a view to safeguarding the interests of participants.

There exist a wide range of institutions providing education and training on a more or less commercial basis, including language schools, computer schools, secretarial and book-keeping colleges, management training centres and so on. Estimates indicate that the numbers of students are similar to those following recognized correspondence courses, namely between 200,00 and 250,000. As in the case of the correspondence schools, the economic recession means that participants are increasingly finding difficulty in affording the fees (other than where these are met by their employers). However, at the same time firms are tending to make greater use of external training facilities, sending individuals or groups on external courses or bringing in specialist outside institutions to provide courses for their employees. There is an increasing demand for short and specialist courses.

2.7. Problems

As was noted at the start of this chapter, educational and training provisions for adults - including vocational training facilities - do not constitute a coherent whole: the various elements are uncoordinated and do not follow on one from another. This problem, which is particularly manifest in relation to access to training courses leading to initial vocational qualifications, is compounded by the uneven geographical distribution of facilities and the gaps in provisions in rural areas.

The tendency for vocational courses, particularly at the lower level, to become more general in content has led to growing pressure on government and industry to provide vocational training in the narrow sense - leading to specialist qualifications - when participants are already in employment. This has the advantage that the training provided is generally closely geared to practical requirements and the motivation of participants is greater. There are difficulties, however, of which the greatest is the continuing decline in the availability of jobs. This makes it more difficult - and sometimes impossible - to obtain apprentice employment contracts; for adults, who have to earn more than the statutory minimum for young employees, it is quite impossible.

A further problem is that vocational education for young people does not set out to train them for specific jobs; this has traditionally been industry's function, carried out at the workplace or through internal company training schemes. Partly as a result of the economic recession industry has for some time been seeking to divest itself of at least part of this responsibility, which it would like the government to take on. The Ministry of Education and Science is not prepared to cooperate in this; the Ministry of Social Affairs and Employment, in contrast, is already doing so. Industry is also making increasing use of external training facilities, replacing internal training schemes by the use of outside institutions (see section 2.6.).

The administrative and bureaucratic procedures involved in planning and programming educational services are somewhat complex and long-drawn-out. Changes in the labour market are reflected in vocational-training syllabuses only after a considerable delay, and in the course of time teachers lose contact with industry. Finally, the government complains that industry does not indicate its requirements as regards vocational education with sufficient precision, with the result that it is impossible to respond to them adequately; employers react to this complaint by saying that there are no proper channels through which they can make their needs known. All in all, vocational education has not responded flexibly to developments in industry. The training facilities which come under the Ministry of Social Affairs and Employment are geared more flexibly to industry's needs, but at the cost of concentrating somewhat narrowly on what is required on the labour market at any given moment. A number of independent educational and training institutions also respond flexibly to new demands and developments on the labour market, but of course only where this is commercially viable.

In general adults have a long road to travel in order to obtain a vocational qualification; for example, to gain admission to a course of intermediate vocational education they must normally first obtain an intermediate general secondary qualification. Very few vocational courses are based on genuinely open access, using bridging programmes which take account both of adult entrants' relevant experiences in life and work and of the minimum requirements as regards knowledge, skills and attitudes of the course concerned. In general it is true to say that vocational courses make little or no attempt to build on the experiences, needs and wishes of adult participants. To put it another way, the impact of adult students on the content and methods of the supply of educational services is normally very slight.

Finally, today's economic crisis places many new problems in the way of vocational training for adults. For instance the government normally has only limited financial room for manoeuvre as regards the expansion of its own services, of the assistance it gives to others (e.g. paid educational leave) or of the grants it gives to programmes or courses operated by private organizations. Those who urge privatization are thus seen simply to be urging cuts, since only what is commercially viable can survive. Even if, despite the government's tight financial situation, priority were given to vocational training for adults, this would not of itself produce large numbers of new jobs; hence if such training is to offer any concrete prospect of employment, some movement in the direction of the redistribution of work will be essential - particularly if the notion of equal employment rights for women is to be taken seriously.

As is apparent from the earlier sections of this chapter, initiatives are being developed and stimulated with a view to solving many of these problems. However, many of these initiatives are concerned only with one aspect of the situation: as yet there has been no sign of a comprehensive approach. In the next chapter nonetheless we seek to identify common trends in a range of initiatives and developments.

3. Trends in innovation

Many new developments in vocational training for adults were mentioned in the overview of vocational training for adults given in the previous chapter. We now ask: what are the underlying trends?

This immediately gives rise to the question: what can be described as a trend, in other words as something more than an incidental or ad hoc initiative? Through interviews with experts in adult vocational training we have sought to reach an intersubjective judgement or conclusion. We have also adhered to the agreed Cedefop guidelines. This means that our discussion of underlying trends will be limited to those developments and innovations which contribute (1) to technological innovation and (2) to the prevention or reduction of unemployment. We have not attempted to distinguish strictly between reducing unemployment which already exists and preventing unemployment which would otherwise exist, since this was simply not possible; the various schemes can scarcely be differentiated as regards their effects, though most are aimed at reducing existing unemployment. In considering developments and innovations we covered various aspects, such as (1) teaching methods and course design, (2) course content and objectives, (3) organization or institutional design, (4) legislation and regulation, and (5) conditions for participation and government support. Finally, we limited ourselves to developments and innovations which have taken place over the last five years; where it seemed realistic and sensible to do, we have also included concrete steps in the preparation of new policy.

3.1. Technological innovation

3.1.1. It is frequently said that an inability to use computers will be the illiteracy of tomorrow, and this is clearly more than just a fashionable slogan. The Rathenau Committee on the Social Consequences of Microeletronics made a major contribution to public thinking on this issue through its final report of December 1979, in which it noted that the working population of the Netherlands was still virtually entirely uneducated as regards microelectronics. The Committee made the following proposals.

1. There should be a programme of continuing education to familiarize all sections of the population with new developments;
2. Computer studies syllabuses should be developed for the schools. However, since the reform of school curricula is a slow process, priority should be given to adult education and training in this field. A major prerequisite for this is the training of teachers and the development of a system for the selection, recognition and inspection of internal company and other training institutions.
3. Training policy should cover not only computer technology but also the no less important matter of the changes which the new technology will bring with it in the area of working conditions, etc.

The Rathenau Committee's final report reflected widespread political feelings and has accordingly led to action by ministers of various political colours. In 1981 the Advisory Committee on Education and Information Technology was set up and in the same year a start was made on the Centre for Education and Information Technology in Enschede (at the Technical

University). In the summer of 1982 the Ministers of Education and Economic Affairs issued a policy document on education and information technology.

3.1.2. The response to technological innovation has so far come mainly from private educational institutions (see section 2.6) and to a lesser extent from correspondence schools and educational broadcasting organizations. Education and training in the application of information science (computers and microelectronics) and new techniques (process and control technologies) are being developed and provided chiefly by relatively small specialized institutions (including advisory agencies) and firms needing such courses make use of these institutions. Examples include NOVI and the Special Courses Institute in Zwijndrecht. Broadcasting organizations are also active in this field, with Teleac in particular providing courses on microprocessors, etc. It should also be remembered the manufacturers of computers, such as IBM, provide user courses for their customers' staff.

As regards course content the private colleges concentrate mainly on training computer operators; the courses are relatively short, concern both hardware and software, and relate to particular jobs. There are also many courses at various levels for computer users, some of them organized by large firms (including the Post Office); however, these are not so much true training courses as elements of personnel and management policy. Issues relating to the use of computers are raised in social-competence courses: how does one deal with information? The quality of the courses provided by the smaller specialized institutions is generally considered to be high. A central documentation system (CEDEO) has been established to compile and pass on details of training courses; as yet it does not provide evaluative information. However, value judgements do circulate informally among company personnel and training officers. The Ministry of Education and Science is currently working on regulations for the recognition of private colleges similar to those which already apply to correspondence schools. Two problem areas have been identified in relation to methodology and the promotion of expertise (the development of expert knowledge and skills), namely (1) the question of how increasingly job-oriented courses can be reconciled with the training in skills and attitudes necessary in connection with changes in the relationships at the workplace, and (2) the problems associated with the training and expertise of those who teach the courses.

3.1.3. The Ministry of Social Affairs and Employment seeks through its training policy to encourage the provision of training courses for the new jobs created as a result of technological innovation. The principal instrument used is the Government and Industry Training Grants Scheme (SOB Scheme), under which the government helps firms to establish and operate courses in cooperation with specialist external training institutions. Use may be made of the scheme if it can be shown that the courses would prevent unemployment, a criterion which is interpreted somewhat flexibly. In this way the government both encourages the provision of courses for programmers and technicians and ensures that greater attention is given to the needs of the computer users.

3.1.4. As has already been noted, the part-time vocational training available for adults is largely a copy of the full-time provision for the young. In comparison with the private training colleges the secondary vocational schools are lagging behind in the response to technological innovation. There are several reasons for this: (1) the somewhat slow and bureaucratic policy procedures involved in drawing up training programmes are unable to react adequately to rapid developments; (2) industry has as yet been unable to formulate its requirements in this field in sufficiently concrete terms; and (3) teachers lack the knowledge needed to incorporate technical developments into their teaching: computer studies courses have only recently been included in the New Teacher Training programme, and they are only taken by students of mathematics. However, from summer 1982 onwards special courses are to be provided for practising teachers. In general, part-time vocational courses for adults are provided only when similar courses have already been included in the full-time curriculum of the vocational secondary schools.

However, it should not be thought that the non-commercial (state and voluntary) schools are not providing any courses in information science and technology. The curricula of the Higher Technical Schools and the Higher Commercial Schools include courses in computer studies and the use of computers in business, and these courses are now also available to adults at evening institutes. One complaint which remains is that these courses are purely technical in nature, are dominated by the relation with mathematics and physics and devote insufficient attention to the links with developments in society.

In 1981 the Fact-Finding Committee on Computer Studies Courses, in its report on computer education, was still able to describe the situation at the intermediate and lower vocational levels as "primitive", but in August 1982 computer technology was introduced for senior classes in Intermediate Technical Schools and at the same time data-processing became a subject in Intermediate Commercial Schools. Somewhat longer ago computer studies were introduced into general secondary education on an experimental basis. Similar courses for adults have been introduced only in Intermediate Commercial Education.

In the apprentice training institutes the existence of national bodies for each occupation or group of occupations makes it somewhat easier to respond to new developments. Within the apprenticeship system the greatest response to technological innovation has been in the areas of graphics, commercial studies, metalworking and electronics. There have also been new developments in the separate courses provided by the apprentice training institutes: at the Roermond Centre for example, a training programme has been developed in new measurement techniques. The Central Council for Apprentice Training (COBO) and the Vocational Training Centre for Trade and Industry (PCBB) assist with all these activities. At this point it is perhaps worth reiterating that the apprentice training institutes are increasingly being used by adults: currently 56% of course participants are aged 19 or over.

3.1.5. Mention has already been made of the policy document ("Education and Information Technology") which the Ministers of Education and Economic Affairs issued in response to the final report of the Rathenau Committee in the summer of 1982. This document included an ambitious plan for the introduction of information technology into the whole of secondary education as a "basic technology" and for a "catching-up programme" designed to make up leeway in this area. Among the first of the document's proposals on which concrete action has been taken was the plan for training courses for practising teachers, and over 150 course groups have been programmed for the academic year 1982-83. The policy document is not concerned only with the changes in the nature of jobs which will result from technical innovation: it also recognizes, in cautious terms, that such innovation could entail considerable job losses. And that brings us to the next topic.

3.2. Countering unemployment

3.2.1. The economic recession has resulted in a rapid increase in unemployment, aggravated by the growth in the supply of labour as school-leavers have entered the labour market, married women have sought to go back to work or to obtain employment for the first time, the partially disabled have been brought back into the labour market and opportunities for leaving the labour market under the terms of the General Disablement Benefit Act have been restricted. Registered unemployment rose from 210,000 in 1979 to 570,000 in September 1982, and if we include the hidden unemployment of women who would like paid employment but have not officially registered as unemployed, together with all those actually unemployed but formally receiving benefit under the General Disablement Benefit Act, the true figure may be as high as 900,000. Vacancies fell to some 10,400 in September 1982. According to the most conservative estimates registered unemployment will rise to 750,000-800,000 in the mid-1980s. The proportion of young adults (18-23-year-olds) among the unemployed has risen considerably: this group accounts for 35% of all registered unemployment, while the unemployment rate within the group is now over 20%. Some 33,700 unemployed persons (most of them registered unemployed) were involved in official government training schemes at the start of 1982.

Against this background adult vocational training has three functions:

1. it can help limit unemployment by equipping employees to do their job more effectively (by raising the level of their qualifications, enhancing flexibility and providing additional and refresher training);
2. it temporarily removes people from the labour market, helping to create vacancies;
3. it can minimize the adverse effects of unemployment for the individual and society.

In the remaining sections we consider trends in these fields.

3.2.2. First, the capacity of a number of facilities has been greatly expanded. As has already been noted, the capacity of the Vocational Training Centres for Adults is being doubled to 7,000 and that of the Centres for Occupational Guidance and Training to 3,000. The purpose of this expansion is not simply "more of the same". In the case of Vocational Training Centres for Adults, for example, new courses have been established (e.g. in the administrative and clerical field), and efforts are being made to render courses more accessible to women, part-time workers and the disabled. In certain centres a policy is being developed of improving accessibility by means of better teaching methods, including basic courses aimed particularly at women, and increased stress on social aspects and on guidance and supervision for course participants. As well as bridging courses to elementary vocational training the Centres for Occupational Guidance and Training also provide educational activities which help people fit into employment at a simple level; these activities cover not only technical skills but also social integration and learning to read and write Dutch at the level of minimum social competence.

Expansion in other areas is the consequence of measures aimed at the young unemployed (the Courses for the Young Unemployed at the apprentice training institutes): in 1981-82 there were 145 such courses, and in 1982-83 there are to be 350. This promotes vocational training; bridging courses are also provided. We deal with this topic in greater detail below, since these courses also represent a new approach as regards content.

In contrast with the areas of expansion mentioned above, less use is being made of the Government and Industry Training Grants Scheme. The initial increase (from 5,200 in 1979 to 8,650 in 1981, on an annual basis) has not been maintained (the expected figure for 1981 is 8,100). The reason for this reversal is that employers are currently able to choose from an increasing supply of qualified job applicants, thus reducing the need to establish subsidized training projects to meet staffing requirements. In addition, firms have expressed dissatisfaction with the many bureaucratic procedures associated with the scheme and with the fact that the grant is received only after a delay of one year.

To sum up, while government-promoted training programmes are in fact expanding, the quantitative significance of expansion is small. However, this does not apply to post-university training, which is continuing to grow rapidly.

3.2.3. Second, as a result of the financial and economic recession and the growing availability of labour with a wide range of qualifications, internal company training schemes are being wound down or terminated. The training function is then passed on to external bodies (independent colleges or even correspondence schools), which either take trainees from industry or are brought in to run all or part of a firm's internal training programme. This trend was noted earlier in connection with training needs resulting from technical innovation. More recently there has also been a tendency to group training schemes together on an industry-wide basis.

Closely related to this trend towards using external training facilities is industry's pressure for a reallocation of functions between government and industry. As has already been noted, industry has for some considerable time been seeking to shift responsibility for job-oriented training onto the government, and in particular onto the vocational secondary schools (lower and intermediate levels). The Ministry of Education is not prepared to cooperate in this, considering that vocational education for adolescents should prepare students for a wide range of occupations, closing off as few options as possible; young people completing vocational school should be broadly qualified so that they do not quickly find themselves trapped by specialization, and job-oriented training should be provided at the workplace or through internal company training schemes. The Ministry of Social Affairs is less rigid on this point, taking the pragmatic view that the needs of the labour market should be met as efficiently as possible, thus also helping limit unemployment. It is for this reason that job requirements are an important factor in the courses provided at the Centres for Occupational Guidance and Training and the Vocational Centres for Adults. The Goverment and Industry Training Grants Scheme also allows all or part of the cost of job-oriented training to be shifted onto the government; however, it appears that the majority of activities subsidized by the government under this scheme involve more on-the-job training than supplementary specialist training.

To sum up, firms are seeking to cut development costs. Internal training schemes are being cut back and responsibility for training is either passed on to external institutions or organized on an industry-wide basis. Moreover there is excess supply of specialized labour. Attempts to shift responsibility for job-oriented training onto the Ministry of Education have not been successful; similar attempts have had some success in the case of the Ministry of Social Affairs, however, whose training policy is focused on the labour market.

3.2.4. Third, in recent years there has been a movement towards greater openness and accessibility in adult vocational training. Three elements contribute to this.

(a) Individualized tuition and a flexible approach. The Vocational Training Centres for Adults have long operated a system of individual accelerated training, and comparable developments are taking place in the apprentice training institutes and adult vocational training. These involve the use of shorter course modules and the issue of single-subject certificates (instead of requiring candidates to take examinations in a range of subjects in one session). There is some conflict here between the utility of a concentrated, job-oriented approach and the educational desirability of a broad, integrated approach, leading to a broadly based qualification, which brings together general education and specialist training and allows scope for non-job elements in the course.

(b) Differentiation. Partly as a result of the Open School pilot projects, literacy courses and so on, account is increasingly being taken in vocational training for adults of differences in the backgrounds, home and work situation, experiences, questions and problems of participant groups - younger and older people, men and women, cultural minorities. Teaching methods are increasingly geared to the home and work situations of adults, one aspect of a broader movement towards giving participants greater influence on course content and methods.

(c) Bridging courses. The most striking and important trend is the growth of a wide range of briding courses. These exist in four main forms.

1. There are bridging courses which precede a vocational course and are provided by the training insitute itself (usually an apprentice training institute). These bridging courses fill gaps in participants earlier education and provide a general introduction to employment. Such courses have in fact existed for some time, but, partly as a result of the growing emphasis on "basic education" for new target groups of adults (see chapter 1), they have been greatly expanded with the objective of giving these target groups a real opportunity of following vocational training courses.

2. New institutions have been established whose purpose is to provide a bridge either to a particular occupation or to occupational training for specific groups who have had little education or whose labour-market position is vulnerable. The Centres for Occupational Guidance and Training, which began work in 1978, were initially aimed at foreign workers and immigrants from Surinam and the Netherlands Antilles but have more recently been opened up to Dutch people. A variant on these centres is currently (autumn 1982) in preparation, namely the development projects in education towards occupational qualifications. The projects, which are being carried out cooperatively by institutes providing vocational training for adults, will offer vocational information and guidance, certain elementary qualifications and bridging facilities to other forms of training. As was noted in section 2.3.7, a number of practical difficulties are being experienced.

3. Mention has already been made (section 2.3) of the Courses for the Young Unemployed provided at the apprentice training institutes. The courses, which are aimed at young people aged 18-23 who have been unemployed for more than three months and whose basic education is deficient, are intended to provide a bridge either to employment or to higher-grade vocational training. Participants retain their right to unemployment benefit. The number of places available is being increased and course content is being improved by means of introductory work sessions in firms and specific course elements for particular groups, such as girls, cultural minorities and so on. The local employment offices and regional boards for the apprenticeship system play an active part in the work of recruitment, referral and guidance.

4. In the course of the Open School pilot projects it emerged that some participants wished to go on into some form of vocational training (see chapter 2). Thus far only one bridging programme has been developed, linked to a social-services course at intermediate level; the programme starts from the personal and work experience of the participants and works towards the initial requirements of the vocational training course. The final report on the Open School pilot projects (1982) mentioned the need for bridging programmes linked to a wide range of activities in the area of voluntary work, vocational training courses, etc. In this context, therefore, we are concerned mainly with bridging courses which form part of or lead on from basic education for adults.

To sum up, efforts are being made in a number of directions to achieve a greater measure of openness and accessibility. Most strikingly, these include bridging courses with open access which lead to a range of goals: a simple job, an elementary course of vocational training, etc. Target groups are being reached who have traditionally had little or no involvement in adult vocational training (something which is to a large extent no longer true of women and older employees). Within vocational training courses innovations in course content, method and organization are being introduced with the aim of greater openness.

3.2.5. The aim of these bridging courses is not only to facilitate entry to a vocational training course but also to narrow the gap between training and work. This latter trend has existed for some time. Indeed, the structure of the apprenticeship system, in which work and training are coordinated as closely as possible, is designed to close the gap completely, even though there remains the institutional division between school and workplace. Improvements are being sought for young people, e.g. in the Shorter Intermediate Vocational Education experiments which were mentioned earlier.

For adults too a variety of moves have been made in recent years to improve the links between training and work; they include the following.

(a) Vocational information and guidance are being given more emphasis and scope, mainly through the local employment offices and regional boards for the apprenticeship system.

(b) Increasingly the place of work is also being seen as a place of learning, and in some occupational sectors specific training and work places are being introduced. An employment-policy measure, the Experimental Work Projects for the Young Unemployed, enables young people to devote part of their working hours to training without loss of pay, while unemployed people have spontaneously set up 40 small-scale craft undertakings which they can run while furthering their training. These initiatives receive limited financial support from the government.

(c) A special development project (the HOE project) is concerned with harmonizing occupational training courses and occupational practice. This involves developing instruments for the analysis of occupations and jobs with the aim of clarifying the requirements for vocational training. The project, which was instituted in 1979, is concerned in the first instance with the administrative and industrial sectors of the apprenticeship system.

(d) Reference has already been made to the trend towards shorter job-oriented training courses, paralleled by and contrasting with the development of programmes which cover non-occupational qualifications which are relevant to the practice of an occupation, and seek to provide an understanding of the context in which the occupation is practised, the nature of the company or employer, and social and community aspects of work. Such programmes operate in a number of ways: by integrating general education and vocational training and, through complementary programme components, by dividing courses between training schools and institutions of general education, and so on. There is also a tendency to incorporate elements of general development and basic knowledge, including learning about the social aspects of working for and with other people, into training courses leading to elementary vocational qualifications. This approach is characteristic of the Centres for Occupational Guidance and Training and is an express goal of the development projects in education towards occupational qualifications now getting underway.

To sum up, efforts are being made in a variety of directions to narrow the gap between education and employment by giving greater scope to occupational information and guidance, by making the place of work a place of learning, by developing instruments for the analysis of jobs and occupations and by devoting attention to the social context of the occupations for which training is given.

3.2.6. The advisory and information services have of course long sought to find points of contact between job-seekers' personal interets and the needs of the labour market. At a time of rising unemployment the process of gearing training facilities (in both level and subject) to forecasts of labour-market trends assumes great importance. This reinforces the policy of the Ministry of Social Affairs that access to vocational training and the content of vocational courses should take account of the demand for labour. This question has already been touched on, but it is worth adding here that the prime objective of labour-market policy - reducing unemployment - can come to weigh so heavily that other aims (and trends) are subordinated to it.

Another tendency visible in this area is the trend towards regionalization in the planning of services and facilities: already greater attention is being paid to conditions on the regional labour markets. This can be seen in two specific developments: (1) Contact Centres for Education and Employment are being set up in all provinces to provide a forum for negotiation on the harmonization of training provision and the needs of the labour market, and (2) there is a cautious movement towards regionalism in the overall planning of certain educational services and activities for adults.

To sum up, in this time of economic crisis and unemployment it is increasingly important that the worlds of training and employment should be in harmony; the immediate requirements of the labour market are already becoming preponderant. What is new is that the process of harmonization is now being organized on a regional basis.

3.2.7. Finally we would mention a number of developments aimed at improving the conditions for participation in vocational training for adults.

(a) Efforts are being made to improve information and guidance services, including those aimed at specific groups. Mention has already been made in this connection of the regional boards for the apprenticeship system; in addition, educational and vocational counselling is being stimulated through various government-backed development projects.

(b) Forms of educational leave, paid or otherwise, are being introduced here and there. For instance:

1. Certain firms and industries have introduced schemes for trade-union training, preparation for retirement, job-oriented training etc. A few firms have also given time off with pay for participants in the Open School project.
2. Opportunities for following educational and training courses without loss of employment benefit are gradually being expended.
3. In the framework of the Government Grants Scheme for Social and Cultural Activities municipal authorities may decide to subsidize facilities for the care of children of women (and occasionally men) engaged in studying. However, as a result of government cutbacks the funds available for this purpose are being reduced.

(c) Study costs may be covered by grants schemes. The scheme for training grants for the unemployed has existed for some time (see section 2.3.6): the likelihood of re-employment plays a major role in decisions on eligibility. In 1981 the Ministry of Education introduced a further such scheme, but in practice no-one earning more that the statutory minimum is able to make use of it.

To sum up, little progress is being made in improving the conditions for participation in training schemes. The Committee on Paid Educational Leave of the Socio-Economic Council recently (September 1982) produced a very divided report on the subject, and in the current financial and economic climate employers are evidently unenthusiastic. Child-care facilities are deficient and are not improving and the Ministry of Education's study grants scheme was recently frozen.

4. Concluding remarks

The preceding discussion of trends in innovation may make the situation appear clearer than in fact it is, for three reasons:

(a) we cannot always know whether today's initiatives will develop into tomorrow's trends;

(b) in the absence of a comprehensive approach to the problem certain trends may cut across others: for example, the tendency in vocational education to devote attention to the social context of work appears to conflict with the trend towards providing more short job-oriented courses;

(c) the programme agreed by the coalition partners in the present government places stress on privatization, the profit principle and spending cuts. This may have a considerable impact on the trends outlined. In other words, estimates of the significance of the trends may diverge widely.

Note

1. A fuller survey of vocational training in the Netherlands (not only for adults) can be found in another Cedefop study: W. Baars, Description of the Dutch Vocational Training System, Berlin, 1979. In this report we limit ourselves to the provisions of the Ministry of Education and Science, the Ministry of Cultural Affairs, Recreation and Social Welfare and the Ministry of Social Affairs and Employment. Other ministries also have schemes, but these are the most important ones.

Annex 1

Membership of the Steering Group

H.A.J.M. Vrijhoef, Ministry of Education and Science, Chairman

F.G. Wijnstra, Ministry of Eduction and Science, Deputy Chairman

L. Schrijver, Ministry of Social Affairs and Employment

P.A. Koenis, Ministry of Economic Affairs

C.J.C.M. Boeren, Federation of Netherlands Industry

P.H. Hugenhotlz, Federation of Netherlands Trade Unions

J. Besteman, Federation of Netherlands Trade Unions

Mrs. G.A. de Lange, Royal Netherlands Agricultural Committee

Annex II : Selected Examples of Innovation

1 Courses in electronics, electrical engineering and measurement and control technology
(Stichting Bijsondere Cursussen - SBC)

2 Training and reemployment in health-care institutions (SWZ)
(National working group on training and reemployment in health-care institutions, Ministry of Social Affairs)

3 From housewife to geriatric aide - Course for women at Vocational Training Centre for Adults (CVV)
(National Geriatric Training Association - LSOB)

4 Government and industry training grants scheme (SOB scheme)
(Ministry of Social Affairs and Employment)

5 Open School pilot projects in South-West Friesland, in collaboration with Douwe Egberts
(South Friesland Open School)

6 Training institutions for the physically handicapped
(Werkenrode)

7 Computer studies in higher commercial education evening classes
(Municipal Evening School of Higher Commercial Education)

8 Development projects in education towards occupational qualifications (BKE)
(BKE Projects; Ministries of Social Affairs, Education and Cultural Affairs, Recreation and Social Welfare; National project group on education towards occupational qualifications)

9 Hollandsche Signaalapparaten Company Training School
(Hollandsche Signaalapparaten Company Training School, Apprentice Training Institute for Twente)

10 Centres for Occupational Guidance and Training (CBB)
Enschede Project (for immigrants from Surinam and the Netherlands Antilles and Turkish refugees)
(Centre for Occupational Guidance and Training, Ministry of Social Affairs)

11 Production, training and education in work centre for unemployed young people ("Youth Factory")
(Twente Technical University - W.Oosterhuis)

12 Umbrella Project
(Central Office of the National Industrial Training Organizations - COLO)

13 Contact Centres for Educational and Employment (COA)
(Zeeland Contact Centre for Education and Employment
c/o Regional Apprenticeships Board)

14 Open School Projects: open vocational education bridging programme
14 Open School Pilot Projects
(National Open School Project Group)

15 Educational Networkers Development Projects
(13 locations; National Educational Networks Project Group)

16 Reform of training and examination (HOE Project)
(Vocational Training Centre for the building trade)

17 Courses for the young unemployed (CJW)
Tilburg Project
(Tilburg Regional Centre - CJW; Tilburg Regional Centre for Education and Training)

University of Surrey
Department of Educational
Studies

Dr Karen Evans
assisted by
Ruth Bennett

UK

CONTENTS

1. INTRODUCTION 366

1.1 THE AIMS AND METHOD OF THE INVESTIGATION 366

1.2 CONTINUING EDUCATION AND TRAINING IN THE U.K.: A SUMMARY OF LEGISLATION AND ORGANISATIONAL ARRANGEMENTS 368

1.2.1. Provision for the training of adults 369

1.2.2. Provision of the education sector 369

1.2.3. Other providers and agencies 370

1.2.4. Differences in the organisational arrangements in Northern Ireland and Scotland 371

1.2.5. Major policy developments in post-16 education 371

2. TRENDS IN INNOVATION 374

2.1 GENERAL TRENDS: AN OVERVIEW 374

2.1.1. Some trends in policy and planning 374

2.1.2 Some trends in the organisation of continuing education and training 375

2.1.3 Some trends in pedagogy 375

2.2 THE THREE PRIORITY THEMES 376

2.2.1. Continuing education and training developed in response to the challenges of New Technology 376

2.2.2. Measures designed to respond to the theat of unemployment 380

2.2.3. Measures to assist the unemployed 383

2.3 OPEN LEARNING, VOCATIONAL PREPARATION AND THE DISADVANTAGED: Supplementary National Themes 386

2.3.1. Open Learning 386

2.3.2. Vocational Preparation of Young Adults 388

2.3.3. Continuing education for the disadvantaged 388

3. CONCLUDING REMARKS 389

REFERENCES 391

APPENDIX I - MEMBERS OF THE U.K. ADVISORY GROUP 393

APPENDIX II - SELECTED EXAMPLES OF INNOVATION 395

TRENDS IN INNOVATION IN CONTINUING EDUCATION AND TRAINING : THE UNITED KINGDOM

1. INTRODUCTION

1.1 The aims and method of the investigation

The review of innovations in the United Kingdom was implemented by an operational team based in the University of Surrey Department of Educational Studies. The National Advisory Group convened to guide and assist in the project comprised representatives of the Trades Union Congress and the Confederation of British Industry; of the Department of Education and Science, Welsh Office, Scottish and Northern Ireland Education Departments, the Manpower Services Commission and Northern Ireland Department of Manpower Services; and of a range of national bodies with major responsibilities in the development of continuing education and training activity in the United Kingdom (Appendix I)

A matter of particular interest to the U.K. National group was the longer term potential of the project as a means to the development of a system for continuous monitoring of innovative work. The U.K. is characterised by its lack of a comprehensive and centralised information source in the field of continuing education and training. The importance of information exchange within the U.K., as well as between the U.K. and other Member States, was therefore well recognised.

The objectives of the 1981/82 investigation were

- to review current innovative work in continuing education and training, with particular reference to responses to the demands created by increasing unemployment and by the advent of 'new technology'
- to compile a sample of significant U.K. innovations and developments
- to produce a report on trends in innovation, substantiated by a number of selected cases considered to be illustrative of lines of development.

The concepts of innovation and the boundaries of the investigation developed at international level were adapted, without difficulty, to the U.K. context. Innovations designed for the 16-18 age group, an area of massive expansion and reorientation within the U.K., were taken to lie within the boundaries of the investigation. While the post-experience connotations of the term 'continuing education and training' as used in the U.K. frequently excludes provision for much of the 16-18 age range, there is some evidence of movement towards incorporating education and training of the 16-18 age group within the concepts of adult and continuing education. Here it is seen as a foundation phase for later learning rather than as an extension of initial schooling. This is a movement in concept which is of fundamental importance to the expansion of continuing education.

Innovations in continuing education and training were considered to be

> 'activities and developments concerned with the introduction of planned educational change into educational and training systems, modes and practices.'

Innovations may be concerned with developments in:

- content
- pedagogy, method and curriculum
- the organisation of learning
- the scope and emphasis of whole programmes
- construction of new areas/types of provision
- construction of new models and methodologies
- educational and training legislation

The study concerned itself with identification of those points in the selected fields of enquiry, within and outside the formal systems, at which factors have combined to produce innovative activity which may be considered significant in national and international terms.

The study also gave attention to the influences of the context of innovation, particularly those of institutional frameworks and other contextual features which are potentially barriers to change. It can be argued that the characterising feature of the British system is that of national strategies locally delivered, with inbuilt scope for adaptation to local needs. In this context, it was considered essential that the review of national developments should be accompanied by investigations on the ground.

A method combining selective interviews with key contacts in national bodies, compilation of documentation and postal survey was adopted as feasible within the limited resources available. The National Group played a crucial role in defining and providing access to the appropriate networks for the postal survey. The level of dissemination for any particular sector, whether a direct approach to the implementing organisations or operation through the 'umbrella' organisation was, in most cases, recommended by the National Group.

The study sought to explore trends as manifested both by national developments and strategies and by experiments and new activities undertaken 'on the ground'. The latter included local exercises in the implementation of national strategies, and independent local or regional initiatives. The regional differences in organisation between and within England and Wales, Scotland and Northern Ireland, another characterising feature of the British system contributing to the diversity of activities, were tackled through visits to the regions, based on programmes coordinated by National Group members.

By means of the survey, submission was invited of activities and developments considered by the organisers/sponsors, to be significantly innovative within the core themes and terms of reference of the study. Submission was also invited, of activities considered to be of particular national significance, falling outside the core areas. By this means, areas of activity in which submissions 'clustered' could be identified, and adapted as important national themes supplementary to the core themes.

The response obtained to the survey was the submission of 420 completed record sheets describing innovations, selectively identified by their organisers or sponsors as meeting the requirements of the study. In addition, information concerning a host of other developments was supplied in the form of reports, papers and lists. The selective interviews provided both information on, and informed insight into, policy and strategic developments in the field, which formed the backcloth for the investigation.

Of the specific activities and developments submitted as instances of significant innovation, approximately 60% fell within the core themes, many representing combinations of two or more themes.

Activities submitted outside the core themes clustered in the following areas:

(a) innovations designed to improve access of adults to learning opportunities, and related pedagogical developments

(b) vocational preparation for young adults in employment/in post-compulsory full-time education, but with intentions to enter the labour market in the short-term future (complementary to initiatives for the young unemployed and associated with the long-term programme of 'comprehensive' provision envisaged by M.S.C.)

(c) continuing education and training opportunities for the socially, physically or mentally disadvantaged

(d) management training

(e) continuing education and training opportunities for women.

The themes (a), (b) and (c) were selected as nationally important areas in which current and continuing progress was evident.

Thirty-four activities were selected (Appendix II), according to CEDEFOP guidelines, to exemplify trends in innovation in the core and supplementary themes. The selection was made by a subgroup of the National Group, constructed to represent the perspectives of different sectors of the education and training systems.

1.2 Continuing Education and Training in the U.K.: a summary of legislation and organisational arrangements

The organisation of secondary and post-school education and training in the 16-19 age band is well documented in the CEDEFOP 'Education and Vocational Training in the United Kingdom'. (1) This brief overview is intended to supplement that account by outlining (a) arrangements for the education and training of adults (post-19's) and (b) the current policy developments which provide the context for consideration of innovation.

The 'partnership' between industry and government, and the dual responsibility of the Department of Education and Science and Department of Employment which characterises post-school provision for the 16-19's, is extended into the adult age ranges.

1.2.1 Provision for the training of adults

The 1973 Employment and Training Act, by which the Manpower Services Commission was established to provide the focus for the development of national employment and training policy and to coordinate the work of the Industry Training Boards, provided the starting point for promotion and expansion of the training of adults. The general direction of training policy in the years since the M.S.C.'s inception has been towards increasing the responsiveness of training systems to demand, sustaining opportunities for young people to enter skills training and promoting more adequate vocational preparation for the less qualified young. The responsibility for training of adult employees continues to rest largely with employers. The training programmes involving different combination of on-the-job and off-the-job activity, and ranging from induction programmes for new entrants to specialist management training, are provided principally in companies, or by private training bodies. Longer term training, leading to recognised qualifications, is more often undertaken in Colleges of Further Education. Statistics of population numbers involved in company-based training or that provided by private bodies are not available, but it is estimated that 1.5 million are involved in this type of training at any one time. The largest direct contribution by the M.S.C. to the training of adults has been through the Training Opportunities programme providing places for those unemployed or facing redundancy to train in new skills in the Government 'Skill Centres', or in Colleges of Further Education.

The abolition of 16 of the 23 Industry Training Boards, announced in November 1981 to take effect from 1982, has caused uncertainty concerning the future organisation of many activities both for 16-19's and post-19's. While some projects are to be continued under the direct control of the Manpower Services Commission, the continuation of others is uncertain. Coordinating arrangements for many developments including many Unified Vocational Preparation programmes for 16-19 year olds in which Boards such as the Distributive Industry Training Board and Rubber and Plastics Industry Training Board played a major role, are under review and likely to be taken over by M.S.C. Area Boards, set up for local delivery of a variety of training strategies. Voluntary sector training bodies able to take on some of the functions of the former I.T.B.'s are proposed.

1.2.2. Provision of the education sector

In the education sector, the 1944 Education Act laid on Local Authorities the duty, additional to those in respect of young people, 'to secure facilities for Further Education, including full-time or part-time education and leisure time occupation in such organised cultural training and recreative activities as are suited to their requirements', for persons over compulsory school age who were willing and able to take them up (Section 41). (It should be noted that the categorisations of adult education in this section of the Act are now considered inadequate by the Local Authorities and the Department of Education and Science, and that the legal basis of Further Education generally is under review.) (2) The vocational/non-vocational distinction which has had such an impact on the organisation and development of adult education in the United Kingdom has become increasingly blurred, as programmes designed to raise levels of competence widely applicable both in work and in other areas of life have become established.

The last decade has seen the extension of Local Authority provision into educational programmes with varying degrees of vocational relevance for groups such as the unemployed and those socially disadvantaged by lack of basic literacy and numeracy skills. 500 institutes enrol nearly two million adult students each year. The opportunities within the 'mainstream' Colleges of Further Education for adult part-time study have also increased.

These mainstream provisions are complemented by those of the Responsible Bodies (3): the extra-mural departments of the Universities, the Workers' Educational Association and a variety of voluntary organisations, all of which are grant-aided by the Department of Education and Science. The Universities, in their 'Responsible Body' function, aim to provide courses for adults based on the academic disciplines and characterised by 'normal standards of scholarship'. The wider function of the Higher Education sector providing opportunities for part-time study for adults leading to degrees and other awards is increasingly being recognised and actively promoted. The establishment of the Open University in 1971 was, of course, the first major step forward in bringing higher education opportunities to adults unable for reasons of difficulty of access to pursue traditional courses of study. The Centre for Continuing Education, established in 1978, is extending the role of the Open University in the provision of short post-experience courses for adults.

The Workers' Educational Association, founded in 1903, 'to organise and promote the education of the working classes', retains close links with the T.U.C., and has a special commitment to provision of courses for trades unionists and a variety of under-privileged groups. Long-term residential colleges are another important feature of the provisions for continuing education of adults, the seven colleges grant-aided by the Education Departments offer full-time courses for adults, offering second chance education leading to qualifications.

1.2.3. Other providers and agencies

The Broadcasting Services, BBC (Radio and Television) and IBA, too, have an important educational function in respect of adult and continuing education, and increasingly work in cooperation with institutional providers, in supporting new initiatives in continuing education and training for all age groups.

In the U.K., anyone can sell or provide 'education', subject only to general trading, contract and similar laws and regulations. A variety of private organisations have developed to meet diverse demands, and play a major part in commerce and the professions.

Three national agencies should also be mentioned. N.I.A.E., the National Institute of Adult Education, with consultative information and research functions represents the wide range of adult education providers: ACACE, the Advisory Council for Adult and Continuing Education, established in 1977, advises the Secretary of State on matters relevant to the provision of education for adults in England and Wales, and is charged with the promotion of cooperation between the range of bodies involved in the education of adults and with the development of future policies and priorities 'with full regard to the concept of education as a process continuing throughout life': ALBSU, the Adult Literacy and Basic Skills Unit, is an agency of N.I.A.E. funded by the Government to support innovation and development in literacy and basic education. (4)

1.2.4. Differences in the organisational arrangements in Northern Ireland and Scotland

The different legislative and organisational frameworks for 16-19 education in Northern Ireland and Scotland are outlined in the CEDEFOP 'Education and Vocational Training in the United Kingdom'. (5)

In Scotland, adult education is governed by the 1962 and 1969 Education Acts. The 1962 Act places the duty on authorities to secure adequate provision for further education, including social, cultural and recreative activities. The Act differs from the England and Wales 1944 Act in that it does not require activities to be for those over compulsory school age - Scotland has therefore developed a 'Youth and Community Service' quite different from its English counterpart, which provides a comprehensive range of activity for both young people and adults. Scotland also differs from England and Wales in that universities and W.E.A. do not have 'Responsible Body' status. The Scottish Institute of Adult Education has a parallel role with that of N.I.A.E. The Scottish Council for Community Education is appointed by the Secretary of State for Scotland to advise on the development of the adult education and youth and community services. That Council has recently been amalgamated with the Scottish Community Education Centre, which is an information and advisory body for local providers.

In respect of provision for adults, Adult Education courses, combining both vocational and non-vocational subjects, are run by the relevant education authorities in Further Education colleges, adult or community education centres, involving c. 200,000 per annum. In Northern Ireland adult education follows a similar pattern to that in England and Wales. The Council of Continuing Education was established in 1974, to advise on the development of Continuing Education in Northern Ireland.

In Vocational Training, the organisational arrangements described in the CEDEFOP 'Education and Vocational Training in the United Kingdom' (6) cover England, Wales and Scotland. In Northern Ireland, a role corresponding to that of M.S.C. is taken by the Department of Manpower Services. A far greater part is played in training in Northern Ireland by the Government Training Centres, which are geared to support of Government policies of attracting new industry by tailoring training schemes to meet the needs of particular companies.

1.2.5. Major policy developments in post-16 education

A series of major policy developments in respect of post-16 education and training provide the backcloth against which trends in innovation are considered. The Consultative Document, 'A New Training Initiative', describes the current strategy for development of the national system of training. (7) The three objectives of the proposed programme are:

1. to develop skill training, including apprenticeship, in such a way as to enable young people entering at different ages and with different educational attainments to acquire agreed standards of skill appropriate to the jobs available and to provide them with a basis for progression through further learning.

2. to move towards a position where all young people under the age of 18 have the opportunity either of continuing in full-time education or of entering training or a period of planned work-related training and education.

3. to open up widespread opportunities for adults, whether employed, unemployed or returning to work, to acquire, increase or update their skills and knowledge during the course of their working lives.

The M.S.C. Agenda for Action and the Government White Paper 'A New Training Initiative: a programme for action', (8) based on the proposals, were published in December 1981. The White Paper proposed a 10-point plan, the central feature of which is the Youth Training Scheme, similar to that proposed by M.S.C. but differing in some key aspects centred on controversial issues of level of training allowances, financial penalties for young people choosing not to participate, and the principle of comprehensive provision for all school-leavers.

Following recommendations of the Youth Task Group of M.S.C., (9) representative of employer, Trades Union, educational and professional interests, the more controversial proposals concerning the operation of the programme have reluctantly been withdrawn by the Government, subject to review in the early stages of implementation.

Meanwhile preparation is progressing to deliver, by September 1982, 100,000 places on one-year high quality programmes, combining work experience, on-the-job and off-the-job training for school leavers. By September 1983, it is intended that the new Youth Training Scheme will be available to 460,000 young people, including both unemployed young people and those in employment.

In parallel with these developments for the 16-19 age group, an announcement by the Secretary of State for Education, made in May 1982, concerning the introduction of a new 17+ examination, represents an important reform of the post-16 examinations system. The examination is designed for those continuing in full-time education and requiring an experience of learning relevant to future working life, and a qualification with vocational relevance, while retaining the flexibility to adapt to a range of future opportunities. This has now been under active review for more than a decade, in response to pressures placed on the traditional examinations by increasing of non-traditional and non-academic students who wish to continue their education beyond the minimum leaving age, but who have no clear vocational or academic commitment.

These proposals, too, have many controversial features, particularly in respect of their relationship with the M.S.C. programme and their implications for the roles of existing examining bodies. The lack of educational maintenance allowances for those remaining in full-time education is a major issue here, particularly in view of the training allowance to be provided for young people on the new Youth Training Scheme.

The objective of the New Training Initiative, to open up 'widespread opportunities for adults, employed, unemployed or returning to work, to acquire, increase and update their skills and knowledge during the course of their working lives' was translated into the plan proposed in 'An Agenda for Action' which announced

- the opening up of opportunities through acceptance of the principle of training to standards without regard to age
- maintenance of the Training Opportunities scheme for adults
- early moves towards establishment of 'Open Tech'

The 'Open Tech' programme is designed to contribute to the meeting of training and retraining needs at technician and related levels in recognition of the increasing importance of the availability of adequately trained and updated technical support staff in all sectors. The programme, designed 'to release the country's manpower potential' and to exploit more fully the application of new technology and modern approaches to training by the promotion of open learning,(10) has three principal targets:

(a) those with specific retraining needs within their own organisation

(b) those wishing to change career

(c) the unemployed or those wishing to prepare to reenter employment following extended absence from the labour market.

The Open Tech Task Group Report has recommended (June 1982) (11) that the programme should start at the end of 1982 and that adequate and equitable means of financing open learning should be sought. The programme will receive up to £10 million by 1985, for 'pump-priming' of projects.

In 1980, the Department of Education and Science issued a paper for discussion entitled 'Continuing Education: post-experience vocational provision for those in employment'. (12) The paper sought to stimulate thinking on the development of mid-career courses of vocational education for adults at work, enunciating the Government's view that the development of these post-experience programmes was of central importance in meeting some of the most pressing demands of change:

> '... we must develop the qualifications and skills needed in the country's workforce if managers and employees at all levels are to be able to meet successfully the complex changes facing them and to promote economic growth'.

In May 1982, following the period of review and consultation, the government has announced the new 'PICK-UP PROGRAMME'. The four-point plan is designed to stimulate the Further and Higher Education sectors to expand their work in post-experience courses, on a self-financing basis. It involves the establishment of regional development agents to support collaborative working between education and industry, input of resources to key bodies for the development of curricula and materials, and the construction of an information network on Credit Transfer. The Further Education Curriculum Review and Development Unit is acting as a resource and development agency on behalf of D.E.S., in this initiative, and is currently commissioning a set of pilot projects for the programme. The recurrent themes in the official statements pertaining to the education and training of adults are clear; the need for opportunities for the UPGRADING and UPDATING OF SKILLS, combined with the development of attitudes associated with ADAPTABILITY, INDEPENDENCE AND COOPERATION as learners and workers; the need for social recognition of learning and achievement in adulthood through a coherent system of standards, awards and credits affording opportunities for PROGRESSION within, and TRANSFER between, chosen routes.

These themes have been strongly reflected in innovative and experimental work undertaken in the field of education and training of adults over recent years. Taken together, the developments in policy and in practice point the way forward and begin to provide a base for the longer term strategy for recurrent and continuing education and training which will be required to meet future needs.

2. TRENDS IN INNOVATION

2.1 General Trends: An overview

Some general trends are manifested in the developments sketched above. Three major generalised trends associated with innovation in continuing education and training may be identified from an overview of policy developments and of associated experimentation 'on the ground'.

2.1.1. Some trends in policy and planning

Firstly, there are signs of some movement towards broader, more coherent strategies spanning the majority of the population, and away from 'piecemeal' measures for specific 'target groups'. While fragmentation remains the general picture, there is a growing recognition of the need for comprehensive, long-term planning. The M.S.C. New Training Initiative and the work of the Further Education Curriculum Review and Development Unit exemplify this trend. Here, the young unemployed, young people at work and those in full-time education are increasingly seen not as discrete groups, but as a population in which the current location of individuals within employment or otherwise is fluid and likely to change rapidly in the short term. A comprehensive strategy affording both continuity and easy transfer is clearly more likely to meet the needs of the age group than are piecemeal 'target orientated' measures. The concerns with progression within and between Vocational Preparation and other programmes for young people and adults is a further manifestation of this movement. Similarly, strategies for the generation of employment and for training in the broad transferable skills are examples of broader, strategic thinking in terms of likely future needs and demands. So, too, are training developments geared to regional and local circumstances through whole 'packages' of training and other initiatives designed to generate employment opportunities through the stimulation of local enterprise and the development of supporting programmes.

2.1.2. Some trends in the organisation of Continuing Education & Training

A second set of trends may be identified in the organisation of continuing education and training. There has been a move towards increasing centralisation of control, with the expansion of influence of the M.S.C. in respect both of training and of 'unified' programmes incorporating educational components. This, however, has combined with a simultaneous movement towards 'decentralisation' of this control by M.S.C. to regions and areas, in order to maintain the principle of flexibility in response to local needs.

At ground level, the expansion of programmes based on the 'alternance' principle is producing mechanisms for partnership and cooperative working between a number of providers of education and training, and employing organisations. 'Alternance' is also a source of pressure towards change in the organisation of learning in the 16-19 age range, where this has traditionally been based on fixed periods of training, coinciding, in the case of educational components, with the academic year. Manifestations of this trend lie in the increase in roll-on/roll-off programmes and in programmes whose terminal points are variable, determined by meeting of criteria based on standards and/or completion of activities.

This increased flexibility in organisation of learning is reflected through the system, in both college-based and company-based programmes. More flexible modes of part-time study, periodic study linked with module and credit systems, self-paced and individualised programmes, are now widely in evidence.

2.1.3. Some trends in pedagogy

These developments are closely linked with those contributing to the third major trend in pedagogical innovation, stated by the Committee for Training of the Trainers to be characterised by

> 'A greater emphasis on the increased involvement of the learner in the training process', and 'a move to relate training more closely to the work situation and to enable people better to innovate and adapt to change'. (13)

The pressures for pedagogical methods effective in achieving attitude change, in promoting acquisition of basic skills and the abilities required for their wide application and transfer has produced an increasing degree of research and development activity. Compilation of the experiences gained in implementing non-traditional provision for adults and young adults has produced well tested methods which are now passing into common use. The use of peer and self-assessment, trainee-centred reviewing, learning contracts and negotiated curricula, considered radical in the recent past, are increasingly found as basic features of schemes. The work of the FEU in identifying as the key features which should characterise vocational preparation programmes: NEGOTIATION OF THE CURRICULUM/FORMATIVE ASSESSMENT linked with COUNSELLING AND GUIDANCE/CORE OF BASIC SKILLS and EXPERIENCE highlights the pressures and demands for pedagogical innovation in the Vocational Preparation area, and the associated needs for training of teachers and trainers in all parts and levels of the education and training systems.(14)The need for 'training of the trainers' is apparent in all areas of innovation. As well as constituting a dimension of innovation, it is an area of innovation in its own right. The major trends here are those of increase in the amount of 'training of the trainers' and staff development undertaken, particularly within the industrial context, and in the content of that training in response to the acceleration of pedagogical innovation already described.

These generalised trends are manifested throughout the continuing education and training systems, and were clearly reflected in the activities and developments submitted as innovative, in this study.

The three internationally selected 'core' themes were significant ones within the U.K. context. This significance was reflected in trends towards expanded provision in the areas of assistance to the unemployed and of responses to new technology, strongly reflected in the U.K. findings. The response to the theme of prevention of unemployment gave some evidence of growth of activity in this area. However, it was noted in the course of the study, both by respondents to it and by the National Group, that this theme represents a perspective and mode of expression not commonly or explicitly adopted in the United Kingdom. However, many of the policies and strategies under development do, as their outcome, reduce the incidence of unemployment which would have occurred if they had not been introduced. Difficulties were experienced by respondents to the study in identifying the types of initiative intended.

The developments and activities identified as important under the CORE and SUPPLEMENTARY themes display the general trends outlined above, as well as features characteristic of the area of training need they seek to tackle. The themes were frequently found to overlap, many initiatives being characterised by the combined objectives of responding to specific demands created by new technology and of assisting the unemployed.

2.2 The Three Priority Themes

2.2.1 Continuing Education and Training developed in response to challenges posed by the introduction of New Technology

It is recognised that technological advance, with its implications and already identifiable effects in the transformation of office work and industrial production, in the networks and flow of information and in the organisation of work and leisure, is placing considerable demands on the education and training systems internationally.

Technological advance has implications for the entire system of education and training. The results of this study have clearly indicated that the adaptation to the demands of new technology runs as a theme or dimension through most innovations, in the training in the new skills it demands, or in adapting to the new social circumstance it creates.

The speed and skill with which new technology can be applied are critical for national economic and social development. The necessity of preparing a climate for innovation in education, training and information dissemination has been noted by McDerment. (15) The hesitant start made in Britain in direct training in key skills might be taken to indicate that this climate was slow in establishing itself. However, the extent of the innovation now being introduced, reflected in the findings of this and other studies, suggests that the climate is now right for innovation. This can be interpreted as the first and possibly most important trend to be noted in this field.

The advent of 'New Technology' has created demands on the system for training and retraining to adapt to/respond to changing skill needs:

(a) introduction of young people to new technology in the compulsory years of schooling and the training of teachers to deal effectively with this as a curriculum area; approaches to career preparation which recognise the opportunities and requirements of new occupations.

(b) general upgrading of skills in the workforce/recognition of new skills; increased emphasis on social, commercial and planning skills. The 'deskilling' arguments, it is claimed, are frequently based on traditional concepts of skill; new concepts of skill are demanded and means of developing them must be sought.

(c) knowledge and attitude changes among employers, managers and employees leading to more effective management of change.

(d) closer links between industry and the educational system; development of systems of learning and curriculum models more able to respond more rapidly to changing industrial conditions and skill needs, improved access to education and training systems for training and retraining, coherence in terms of progression and transfer (equivalence) in the system of qualifications.

Evidence of response in the training and educational system to these pressures has been found in the innovations compiled in the course of the study. The indicated skill shortages in computing and the increasing demands for computer-assisted learning both in institution-based and distance learning systems within the U.K. have provided a stimulus to innovation in two major areas: (a) in direct training in computer and related skills, (b) in the use of computer technology for educational and training purposes.

The Department of Industry Microelectronics Education Programme has been an important initiative in supporting the education of young people in computer applications and in developing their understanding of the importance of computer technology in modern conditions. The increasing use of computers in schools and in post-school provision has led to an increase in provision for training of teachers in computer and computer-based education skills. Support for in-service teacher education through regional centres has formed an integral part of the Microelectronics Education Programme.

The COMPUTER BASED EDUCATION (Example 22 - see Appendix II) programme of Chichester College, embodying four linked projects and incorporating training of teachers in Computer based education skills, exemplifies some of the innovative work being undertaken in this field, as well as in the use of computer learning systems for disadvantaged groups, and in the development of systems for application in the 'Open Tech' programme.

The THRESHOLD scheme (Example 23), a national scheme of preparation for Careers in Computing and open to all over-16 age groups, illustrates the importance attached to guiding unemployed people into key areas of future skill needs. The example selected (operating in Belfast College of Technology) illustrates application of the alternance principle, comprising over 42 weeks of operation, blocks of theoretical training in College and 'on the job' training in computer installations, leading to BEC/TEC Certificates of the Business and Technician Education Councils in Computer Studies.

The INFORMATION TECHNOLOGY CENTRES represent a third type of initiative jointly operated by M.S.C. and the Department of Industry, developed in response to the growing problems of Youth Unemployment. It is designed to provide young people with training and work experience in the development and production of new technology items, and with an introduction to basic computer skills. They may be set up and run by any responsible organisation - a particular emphasis is placed on the role of private employers in administering such centres.

NOTTING DALE TECHNOLOGY CENTRE (Example 14) was the first centre of this kind. Introduced in 1980, it is involved in provision of a workshop for unemployed youth in computing, electronics and microprocessors, training courses in Microprocessor Research and Development, and support for young people starting new 'production cooperatives'.

Among initiatives designed to meet industrial retraining needs, extension of courses in the microelectronics and related fields under the Training Opportunities Programme, and the Microprocessor Application Scheme are of significance. In the Commercial and Clerical field, office automation, data processing and word processing developments have placed particular demands for adaptation of TOPS courses able to produce matching between new industrial needs and course syllabi. The Microprocessor Application developed by the Department of Industry in conjunction with the National Computing Centre, is designed to increase the availability and quality of microelectronics courses for design and production engineers working in the United Kingdom. U.K. based companies and training organisations can obtain Government grants to develop courses aimed at training engineers in the use of microelectronics.

The MICROELECTRONICS EDUCATIONAL DEVELOPMENT CENTRE (Example 21) provides an interesting example of an initiative funded by the education sector (Scottish Education Department), providing direct training for technologists and technicians, in conjunction with a variety of training bodies and companies, as well as associated programmes of in-service training in the post-school sector of education.

Its feature of education/industry cooperation in meeting specialised needs again exemplifies the general trend towards collaborative work in the field.

The development and promotion of company-based initiatives for retraining in key skills is seen as a vital part of the response to the challenge of new technology, and can also assist the drive to prevent unemployment and create new jobs in threatened areas. Company initiatives are 'tailor-made' to the company's requirements and therefore more able, in practice, to adapt quickly and directly to changing circumstances. The 1981 Review of the 1973 Employment and Training Act expressed this point in these terms:

> 'There is no substitute for the role which firms must play in exploiting and tailoring training for their own specific need.' (16)

The Department of Industry system of grants for the support of in-company training in assisted areas has adopted as a criterion for approval, that the project should strengthen the regional and national economy by improving productivity, increasing exports or introducing new technology.

Two company-based initiatives submitted in response to the survey, and illustrative of innovation work in two distinct sectors are TOPCAT of TEXACO TANKSHIP (Example 24) and CADBURY SCHWEPPES TRAINING FOR OFFICE AUTOMATION (Example 27) scheme. TOPCAT is a scheme of computerised 'on-board training' based on sets of training programmes used interactively by the learner. The scheme, introduced to respond to increasing safety and operating standards at a reasonable cost, is currently under development for application throughout the shipping industry. Of particular interest is its use of new technologies in the learning systems, in meeting training demands arising from change and its linkage with development of personal training profiles and plans of company personnel. The CADBURY SCHWEPPES scheme illustrates a training initiative responding to demands placed on executive staff by the introduction of a computer-based office system involving changes in the work patterns of executive-level employees. The key features of the scheme are its context, its underlying recognition of the importance of attitude change as a natural concomitant of skills retraining, and its recognition of non-traditional concepts of skills.

Cooperative working between companies, training bodies and educational institutions is featured in many new developments. Schemes based on 'partnership' have an increased capacity for rapid and relevant responses to new needs and for sharing of resources and expertise. An example of a course in a highly specialised area of skill/knowledge is that developed jointly by the University of Salford and two hospitals in RADIONUCLIDE IMAGING (Example 25).

The Health and Biological fields are, in general, important areas for innovative work in training for new skills, which is relatively well advanced in the U.K. The MICROELECTRONICS EDUCATIONAL DEVELOPMENT CENTRE (Example 21) (see page 14), too, provides an example of inter-institutional cooperation in meeting challenges of new technology.

The OFFSHORE INSTRUMENT TECHNICIAN SCHEME (Example 20) of the Offshore Petroleum Industry Training Board (formerly Petroleum Industry Training Board) is selected as an important example of a Training Board initiative. It illustrates the importance of development of high level maintenance skills in key industries, as well as application of the 'alternance' principle in an advanced training scheme. SELECTION AND TRAINING IN DIAGNOSTIC SKILLS (Example 8) provides a further example based on notions of Transfer of Skills.

All adults will require periodic 'updating' education and training in their working lives, and the frequency with which this needs to be undertaken will necessarily increase. While the importance of updating education and training is clearly perceived for adults in employment, it is less clearly perceived in respect of the unemployed, whose needs to retain their employability and improve their prospects in the job market are considerable. For women intending to return to work the chance to update skills and knowledge from other periods of their career is vital. While the emphasis of 'return to work' programmes centres principally on the main areas of demand, e.g. in updating secretarial skills, special schemes for qualfied women in key professions to update in order to resume practice are under development.

The WOMEN IN TECHNOLOGY PROGRAMME (Example 26) of the Open University designed for qualified women engineers intending to return to work, is an important example of this type of innovation.

In developing new skills and attitudes, a prime challenge which innovation in the education and training of adults seeks to meet is that of designing learning systems and curricula able to respond quickly to change. New approaches to curriculum design allowing rapid responses to changing training needs on the ground, are under development throughout the entire spectrum of post-16 education and training and are of major importance in provision for adults. These range from streamlining of feedback and updating mechanics to the development of schemes based on 'methodologies' by which content is generated, rather than on content specifications. While the latter may afford adaptability to characteristic local and company-specific needs by being automatically responsive, they may also be less adequate in preparing for future needs both of sectors and of individuals.

The Business and Technician Education Councils have, since their inception in 1974, sought to develop models with an inbuilt flexibility. Both are seeking ways of extending that flexibility to meet new circumstances. City and Guilds of London Institute, too, was led to reorientate some content-based syllabi to a more flexible 'objectives' model in the 1970s. The recent 'Hargreaves' Commitee, charged with recommending the structure and range of courses for those using craft skills in the 1980s, has recommended in 1981 fundamental changes in scheme construction, involving 'master syllabus', a skeleton based on generic skills and adaptable to a variety of intended skill levels and specialisations as an alternative to the existing range of 46 separate engineering syllabi.(17)

The Engineering Industry Training Board has, under development, a new system of Training Standards designed to meet the proposals of the New Training Initiative. It is also based on concepts of generic skills and of a skills 'continuum' rather than skill levels. The developments represent attempts to respond to the effects of technological change on the structure of the labour market and the traditional concepts, definitions of skill level and occupation.

2.2.2. Measures designed to respond to the threat of unemployment

Many measures exist which have, as their outcome, reduction in the level of unemployment. It has already been noted that few, within the U.K., express their aims explicitly in these terms. The focus, in U.K. training measures in respect of unemployment, remains on measures to assist the unemployed rather than measures to avert the possibilities of increased unemployment.

Initiatives which may be considered to fall within this theme are

(a) those designed to generate employment through creation of new enterprises, community programmes, etc.

(b) those designed to train workers, while in employment, in skills which prepare them for redeployment within areas of expanding needs

(c) management training directed towards the effective management of change

(d) 'diagnostic' and matching instruments and guidance systems designed to reduce the mismatch between people and jobs. Measures such as those outside the sphere of training, designed to improve mobility are also important contextual developments here.

Development in each of these categories is in evidence within the U.K., and innovative work was well represented in the survey results.

Generation of new activites

The statement of the core theme emphasises innovations in company-based initiatives designed to respond to the threat of unemployment. The in-company training grants of the Department of Industry to companies in assisted areas have already been mentioned. (see p.14). The requirement that projects must, to qualify for support, 'create or safeguard employment' makes the selective assistance scheme one of the principal forms of direct Government intervention under this theme.

The development, in recent years, of a range of programmes designed to promote the creation of new employment opportunities has produced a substantial amount of innovative work. The NEW ENTERPRISE PROGRAMME (Example 5) of M.S.C., established in 1978, has continued to develop, providing training and support for those wishing to start new businesses, using approaches based on the construction of a 'real' business proposal. ENTERPRISE ULSTER, a programme developed under the Northern Ireland Department of Manpower Services (now the Department of Economic Development), provides an example of a statutory body set up to create new jobs. Long term unemployed adults are given jobs accompanied by selective training in labour-intensive works in the community, as a basis for progression to other forms of employment

The SMALL BUSINESS EDUCATION programme (Example 4) illustrates another line of development found in innovative work in this field. Representing a jointly sponsored activity by Shell U.K., Lloyds Bank, BBC and Regional TV, it provides a nationwide information service linked with 'after hours' part-time courses for those intending to start businesses.

The Durham University Business School COMPANY GROWTH programme, linked with a MANAGEMENT EXPERIENCE RETRAINING programme (Example 7) provides an exciting example of an innovation designed to harness the skills of unemployed managers in the support of the growth of existing small businesses short of 'managerial resource'. The package constitutes a new departure in this field which may have considerable potential for development.

The linking of employment-generating training programmes with strategies geared to regional development is being given increasing attention. The Highlands and Islands region, for example, has benefitted in recent years from a whole range of linked training initiatives. One component of the Highlands and Islands strategy has been selected as being of particular interest in terms of its contribution to reduction of the threat of unemployment. The CERTIFICATE IN KNITTING TECHNIQUES (Example 1) of the Shetlands Islands Council Education Department exemplified innovative work affording opportunities for reviving of skill in traditional areas likely to regain their former importance on the decline of industries, in this case oil construction, more recently introduced and now declining. This programme was submitted by the Scottish Technical Education Council as an innovation of particular importance in contributing to the prevention of unemployment in the region

Training for adaptability and redeployment

In the second area of training for redeployment and transferability of skills, the Open Tech programme, by reorientating, upgrading and updating existing skills at levels of increasing demand, will undoubtedly have an impact in reducing the threat of unemployment for many groups of workers.

The experimental programme of TEC/British Telecom DISTANCE LEARNING COURSES IN TELECOMMUNICATIONS (Example 17) provides an example of a programme designed to assist redeployment and to respond to the challenges of new technologies.

In respect of the improvement of management performance, few measures were identified in the survey returns which reflected important departures or progress beyond that achieved in the latter part of the 1970's. The initiative of the Engineering Industry Training Board in development of a FELLOWSHIP IN MANUFACTURING MANAGEMENT (Example 6), however, is an innovative venture in the field which merits attention and illustrates innovation in conversion of engineers into manufacturing managers. The scheme's job-based component involving training opportunities in 82 different companies is of particular interest. The scheme also provides an important example of collaborative working between an Institute of Technology and a Training Board in the construction of advanced learning opportunities. The MANAGEMENT EXPERIENCE element of the Durham University Business School package should also be noted here, for its work in retraining redundant managers, to apply their skills to the problems of small businesses experiencing obstacles to growth (see page 382.

Diagnostic, matching and guidance systems

Diagnostic, 'job match' and related guidance programmes have been the focus of a considerable amount of research and development work in recent years. Instruments so produced have been implemented and evaluated in a range of experimental programmes. Their significance here lies in their effect on the capacity of training initiatives to reduce the threat of unemployment by, for example, engineering the demand produced by the flow of trainees into the labour market on completion of training and matching them with opportunities in the labour market. The VOQUEST programme (Example 2) of Manchester University, designed to support individuals in 'Career Building' and in the search for new employment, and the JOB CHANGE projects of Birmingham Settlement (Example 3) exemplify two types of activity in this field.

2.2.3. Measures to assist the unemployed

The current level of unemployment in the United Kingdom and expectations concerning future levels clearly represents the major economic and social problem of the period. National training strategies designed both to serve the needs of the unemployed and to preserve vital skills began in 1974 through the work of the Manpower Services Commission. The 1982 Review of Services for the Unemployed points to the changed emphasis of the work of M.S.C. as the unemployment problem has increased inexorably to its present state. National schemes for the young unemployed began with the Job Creation programme - a short-term measure based on an expected 5-year cycle of youth unemployment. This was followed by the Work Experience Programme, consolidated in the Youth Opportunities Programme in 1978. (18) The extension and upgrading of the programme through the new Youth Training Scheme reflects the continuing priority attached to the growing cohort of school leavers faced with increasing periods of unemployment on entering the job market. While this area is clearly a focal point for the development of innovative approaches and practices, there is also some evidence of a movement towards increased provision for the adult and long-term unemployed.

The COMMUNITY ENTERPRISE programme, introduced by the Manpower Services Commission in 1981 was designed to replace the Special Temporary Employment Programme with a programme emphasising work of environmental improvement, and involving greater participation of the private sector. Although essentially an employment rather than a training programme, the costs of associated training which significantly improved trainees employability were met by M.S.C. This represented a small but important step towards greater provision for the adult unemployed, and has helped to establish a base of experience in dealing with the post-19's. A request from the Government to M.S.C. to develop a new programme of voluntary work for the unemployed, in response to the growing problems of the long-term unemployed, has resulted in the recently announced 'Voluntary Projects Programme', launched in parallel with a 'Job Splitting' scheme. The training functions of the new programme are, at the time of writing, unclear and issues concerning the social acceptability of the programme have been raised. Greater emphasis is also being placed on the interim age group of 19-24's. The increasing numbers of young people entering this phase of early adulthood having passed through Youth Training schemes and prevocational Further Education courses, yet still encountering few employment opportunities, are serving to focus attention on strategies which might effectively be adopted for progressive training/work placement for this age group. Innovation in the range of measures to assist both the young and adult unemployed demonstrates some clear and characteristic features.

Trends in Measures for the young unemployed

In measures for the young unemployed the trends in innovation have arisen from the pressures for quick delivery of both quantity and quality under the new schemes. The search is on for:

(a) effective means of achieving integration between elements of alternance programmes 'relevant' to the needs of the trainee

(b) models of generic skills; means for their translation into curricula; means for their measurement and assessment against standards

(c) means of delivery of programmes which retain local flexibility, using a variety of bases for scheme coordination and locations for learning

(d) the means of monitoring in order to ensure standards and quality of training are maintained

(e) systems to ensure progression routes from unemployed schemes to mainstream vocational education and training and easy transfer between schemes for unemployed young people and their counterparts for those in work or in pre-vocational full-time provision.

The search for both quality and quantity has generated substantial research and development work as well as 'on-the-ground' experimentation. The search for effective means to secure these features of provision has generated substantial innovation. Developments designed to achieve integration, relevance and progression reflect movement towards negotiation in development of curricula, use of instruments such as 'learning agendas', and improved systems of guidance and counselling. These are closely linked with the development of cores of 'Basic Skills' representing the competences required by all learners, for progression into a higher level of education or training scheme. They are also linked with the development of appropriate assessment and trainee reviewing systems, essential to the achievement of quality.

Five examples have been selected to illustrate innovation, drawn from the considerable range which exists under the Youth Training 'umbrella', widely differentiated in terms of base of operation, content and pedagogy. None is typical:

1. The YOUTHWAYS programme (Example 33), developed in Northern Ireland under the aegis of the Northern Ireland Department of Education and the Department of Economic Development, illustrates a cooperative programme designed for those with very poor employment prospects. Its emphasis on the development of life skills and wider social competences and on self-fulfilment through activities beyond work is a distinctive feature which merits particular attention.

2. The Paper and Paper Products Industry Training Board QUALITY WORK EXPERIENCE programme (Example 11), sponsored by a Consortium of 6 I.T.B.'s, illustrates pilot work under way in the preparation of quality programmes of integrated education combined with on-the-job training able to provide a basis of expereience for implementation of the Youth Training Scheme.

3. The INFORMATION TECHNOLOGY CENTRE of Notting Dale (Example 14), already described as an initiative designed to respond to challenges of New Technology, combined this objective with that of assistance to the young unemployed.

4. The TRAINEE CENTRED REVIEWING project of the Industrial Training Research Unit (Example 15) represents important research and development work, the outcomes of which are widely influencing implementation in Y.O.P.'s and related schemes. The project aims to develop effective means of assessing, supporting and progressing the learning experienced by young people in basic work preparation. Its key features are its use of continuous self-assessment, by trainees, of their progress within programmes characterised by explicit learning processes and objectives.

5. The VOCATIONAL INDUCTION CENTRE provides an example of a community-based venture initiated by a Local Authority and Voluntary Organisation. The Centre is engaged in introducing young people to a range of occupational areas within a wider learning environment.

Trends in provision for unemployed adults

The increase in provision for the adult unemployed was clearly reflected in the survey results, which produced evidence of a substantially higher level of activity than was apparent at the time of the CEDEFOP pilot study in 1978. The volume of innovation, however, remains considerably smaller than that in the Youth field.

An emphasis in general and basic skills education orientated towards fulfilment through leisure which in some ways resemble those of the YOUTHWAYS programme was in evidence among the examples of innovation. There is some suggestion of education for unemployment in many of these developments, described as a bankrupt concept by some, as a recognition of reality by others.

The JOHN POUNDS CENTRE is illustrative of innovative work which can be developed through collaborative working of community bodies and local Colleges. The features of particular interest are its system of providing courses directly in response to actual and expressed need of disadvantaged/unemployed members of the community, its funding from voluntary rather than Government sources, and its concern with continued support for the 19-24's following participation in the Youth Opportunities Programme. The JOB CHANGE scheme of Birmingham Settlement (Example 3) also affords an example of a community programme serving the needs of the adult unemployed.

The Shirecliffe College RETRAINING FOR REDUNDANT STEELWORKERS (Example 9) and the Clydebank SERVICES FOR ADULT UNEMPLOYED (Example 10) are representative of innovative work being promoted and developed in areas hard hit by the decline of specific industries (Steel and Shipbuilding in these cases). Both are supported by the European Social Fund and characterised by the combination of retraining activities with general educational activities designed to enhance the wider opportunities and quality of life of the participants.

Other important measures for the adult unemployed have been directed towards supporting individuals and groups in the creation and generation of new activities, ranging from the setting up of small businesses to cooperative community ventures. The growing importance of these were stressed in M.S.C.'s 1981 Review of Services for the Unemployed, and have been considered more fully under measures to prevent unemployment. (18)

2.3 Open Learning, Vocational Preparation and the Disadvantaged: the U.K. supplementary themes

In the U.K. study, supplementary themes were generated by the survey results rather than by pre-specification (see page 368).

2.3.1. Open Learning

'Open Learning' is seen as a primary means of securing improved ACCESS for adults to continuing education and training opportunity. The term 'Open Learning' embodies learning opportunities freed from those design and organisational constraints which render provision inaccessible to substantial groups of the adult population. Availability of provision to adults may be limited by the organisation of learning in institutions inaccessible by virtue of distance or time and mode of operation. Availability may be limited by restrictions placed on entry in terms of qualification levels, or by local variations in what is provided; it may be limited by home and personal circumstances e.g. children, health, etc.; by the individual's own level of knowledge of existing opoportunities; or by the unwillingness of an employer to grant educational 'release'.

Open Learning systems designed to overcome barriers to participation in learning by adults (and centred on the needs and circumstances of the learner) are adopting increasingly complex and sophisticated combinations of materials, facilities, media, tutorials and supervision in order to meet individual learner needs.

Learning packages for in-company use, Computer Assisted Learning programmes and Flexi-Study schemes are all examples of open learning systems which are under implementation and continuing development.

Distance learning and teaching for adults, pioneered by the Open University, is of particular importance for groups disadvantaged in terms of access to traditional institutions and learning opportunities by their geographical or social location. The importance of distance learning in the Highlands and Islands of Scotland has been well recognised and has formed the basis for extension of programmes of the Scottish Business Education Council and the Scottish Technical Education Council, offering access to study and standard qualification, by a variety of correspondence and directed private study approaches. The Western Isles COMMUNITY EDUCATION Project (Example 18) also exemplifed uses of open learning in community support and development.

Other forms of open learning based on the flexible combination of modes and means in order to facilitate access are clearly innovatory. The FLEXISTUDY programmes (Example 16) initiated by Barnet College and now being offered in 100 colleges in the U.K., is designed to provide educational access to shift workers and others with irregular working or domestic commitments, based on self-paced learning, flexible entry times and continuing tutorial support, leading to General Certificate of Education qualifications.

An innovation of importance, both in terms of its attempts to respond to a major mass educational need in respect to new technology and also in terms of the mix of media used is THE COMPUTER LITERACY PROJECT (Example 19). This project involves the collaboration of the BBC (broadcast radio and television and supporting publications and software), specially commissioned micro-computer, self-learning courses on programmes provided by the National Extension College, and a network of local classes, clubs and user groups. This project exemplified the growing cooperation between agencies in the development of open learning systems designed to support the development of key skills.

The 'Open Tech' development is the prime example of innovation in open learning currently. The DISTANCE LEARNING COURSE IN TELECOMMUNICATIONS (Example 17), validated by the Technical Education Council, and operated by British Telecom, is likely to provide part of this development, and serves to illustrate it. The scheme, initiated in 1977 and involving 4,500 participants, is designed to prepare adult staff for upgrading and to update them in modern technology. The system involves study in the participants' own time and at a pace determined by infrequent college/company tutorials and in-course tests and end-tests on fixed dates.

The Council for Educational Technology and its Scottish counterpart is playing a key role in the development of open learning systems to support the Open Tech and other open learning developments.

2.3.2. Vocational Preparation of young adults

The second theme selected for this study centred on measures for the unemployed, including the young unemployed. One important feature of U.K. developments in provision for the young is the move away from provision targetted at groups differentiated by their employment 'location', and towards comprehensive post-school provision designed to provide quality foundation training for all young people in the 16-18 age range, whether employed, unemployed or undertaking full-time pre-vocational education. This movement was reflected in the survey returns, in which a considerable number of initiatives designed for young people in employment and full-time pre-vocational education were submitted alongside those for the unemployed, exhibiting many features in common.

The UNIFIED VOCATIONAL PREPARATION programme for young people in employment (Example 28) has provided the base for much of the development work currently underway for the introduction of the Youth Training Scheme. The UVP approach has been characterised by its features of client-centredness, its approaches to the combination of on-the-job and off-the-job learning and its flexibility of organisation and operation. In common with other national programmes, its implementation is widely variable according to the nature of the organising body.

The City and Guilds VOCATIONAL PREPARATION CERTIFICATE (Example 29), introduced in 1981/82, has been selected to represent developments at national level in pre-vocational education. The Hereford College example illustrates both its key features, including the development of the concepts of Basic Skills and Profile recording, and its implementation, again widely variable.

Further innovations which post-dated the period of the enquiry include plans for the development of Technical and Vocational Schools designed to provide a technical curriculum, complementary to the academic, for 14-18 year olds in full-time education. These plans, of course, carry far reaching implications for the organisation and future development of education and training provision for young people in the United Kingdom.

2.3.3. Continuing education and training for the disadvantaged

Vocationally orientated education and training for the physically, mentally and socially disadvantaged, a focal point for development in the 1970's, featured strongly in the returns, which indicated a new wave of innovation. This was characterised by a higher degree of vocational application in special provision. This was found in the pilot survey and also in the emphasis on access to and support of mildly handicapped groups in a variety of 'mainstream' institutions, particularly in the Vocational Preparation field.

The ONE-YEAR FULL-TIME COURSE FOR HANDICAPPED YOUNG PEOPLE (Airedale and Wharfedale College of Further Education) (Example 31), the SUPPORT SERVICE FOR HEARING-IMPAIRED YOUNG PEOPLE in mainstream Colleges of Further Education (Example 32) and the INTRODUCTION TO FURTHER EDUCATION (Example 30) all represent innovative work in this area.

The work of ALBSU (See p.371 ` is of particular importance here. Their SPECIAL DEVELOPMENT PROGRAMMES (Example 34) have, in recent times, shifted in emphasis towards programmes for disadvantaged young adults and adults based on the new concepts of employment-related Basic Skills, described elsewhere.

3. CONCLUDING REMARKS

E.J. King has articulated, on the basis of European-wide research, the need for the preparation of populations for the expectation of learning beyond the adolescent stage, and for the development of structures designed to support 'life-work-learning' interplay throughout life. (20)

The foundations of a system based on the expectation of periodicity in education, training and work are being laid in provision for all age groups.

In foundation training for young adults, the experience gained in recent years in tackling the problems of those previously neglected by the system, is providing a sound basis for the new comprehensive schemes so long sought after in the U.K.

In the support of adults the structures have to be built from only limited past experience. However, some major issues and problems are presenting themselves, in the midst of the massive changes in quantity and emphasis of post-16 education and training in the United Kingdom.

Firstly, there is the problem of the continuing inadequacy of provision for the long-term and adult unemployed, where measures and programmes are both limited in scope and controversial in nature, despite the rapidly increasing scale of the need. The second is the potential impact of the emphasis on 'self-financing' in many new developments. This, it is feared, will result in the exclusion from the systems under development, of those learners and companies which could most benefit from them.

A longer term issue arises from the argument that we are entering the post-industrial era, and that notions of education for 'non-employment' or for forms of constructive occupation lying outside traditional forms of work, must now be treated seriously.

Finally a comment on the importance of the encouragement and support of innovation 'on the ground'. Where and how quickly education and training proceeds depends not only on the policy makers, but on the efforts of practitioners and developers within the services themselves, in widening this base of experience through extended and continuing innovation and experimentation. However, innovation is always an expensive process. Funding, particularly in the new programmes for adults, remains severely limited, and institutions starved of funds for development work will not be able to produce the quality of programmes required to meet the massively increasing needs. But there is little doubt that the first steps have been taken towards the open comprehensive and life-long education and training systems that proponents of 'education permanente' have long argued for.

DR. K. EVANS
University of Surrey
September 1982

REFERENCES

1. CEDEFOP Education and Vocational Training in the United Kingdom CEDEFOP 1982, pp. 32-46

2. DEPARTMENT OF EDUCATION AND SCIENCE, WELSH OFFICE & LOCAL AUTHORITIES The Legal Basis of Further Education 1981

3. Bodies designated as 'Responsible' by the Department of Education and Science, for adult provision

4. ALBSU The forerunner of ALBSU was the Adult Literacy Resource Agency, which became the Adult Literacy Unit (an agency of the National Institute for Adult Education) in 1978, renamed ALBSU in 1980

5. CEDEFOP Education and Vocational Training in the United Kingdom CEDEFOP 1982 pp. 16-20

6. Ibid, 20-22

7. MANPOWER SERVICES COMMISSION A New Training Initiative. A Consultative Document M.S.C. 1981

8. MANPOWER SERVICES COMMISSION A New Training Initiative: An Agenda for Action M.S.C. 1981

9. DEPARTMENT OF EMPLOYMENT A New Training Initiative: A Programme for Action Cmnd. 8455, HMSO 1981

10 MANPOWER SERVICES COMMISSION Youth Task Group Report M.S.C. 1982

11. MANPOWER SERVICES COMMISSION An 'Open Tech' Programme M.S.C. 1981

12. DEPARTMENT OF EDUCATION AND SCIENCE Continuing Education: post-experience vocational provision for those in employment D.E.S. 1980

13. MANPOWER SERVICES COMMISSION Direct Trainers. Second Report of the Training of Trainers Committee M.S.C. 1980, 24

14. FURTHER EDUCATION CURRICULUM REVIEW AND DEVELOPMENT UNIT Vocational Preparation F.E.U. 1981

15. CEDEFOP (Compiled by W.G. McDerment) Microelectronic Technology and Vocational Training Policy An interim report CEDEFOP 1980

16. MANPOWER SERVICES COMMISSION Outlook on Training - Review of the Employment and Training Act 1973 M.S.C. 1980, 26

17. JOINT ADVISORY COMMITTEE OF THE CITY AND GUILDS OF LONDON INSTITUTE and THE REGIONAL BODIES FOR FURTHER EDUCATION IN ENGLAND AND WALES Report of the Policy Steering Sub-Committee on 'Schemes for Using Engineering Craft Skills' City and Guilds 1982

18. MANPOWER SERVICES COMMISSION Review of Services for the Unemployed M.S.C. 1981

19. Ibid, 36

20. KING, E.J. Post Compulsory Education in Western Europe, Vol. 2 Sage 1975

APPENDIX I

MEMBERS OF THE U.K. ADVISORY GROUP

CHAIRMAN

DR. R. JOHNSON
Visiting Professor, Department of Educational Studies, University of Surrey

CEDEFOP REPRESENTATIVES

MR. M. ADAMS
Project Manager

MR. W McDERMENT

OPERATIONAL TEAM
(UNIVERSITY OF SURREY, DEPARTMENT OF EDUCATIONAL STUDIES)

PROFESSOR D. JAMES
Head of Department

DR. K. EVANS
Member of Academic Staff responsible for the U.K. research

MRS. R. BENNETT
Research Officer

EXTERNAL ADVISERS

MR. A. ARBUTHNOT (replaced by MR. D. MacCANN)
Department of Manpower Services, Northern Ireland

MR. M. BURY (replaced by MR. A. BATES)
Confederation of British Industry

MR. J. CAIN (replaced by MR. N. BARNES)
British Broadcasting Corporation (Educational Broadcasting)

MR. J. CHAMBERS
National Union of Teachers

MRS. C. CHATTAWAY
Department of Education and Science

MR. R. CLEMMETT
Formerly Deputy Director, CEDEFOP

MR. J. FERGUSON
Scottish Education Department

MR. C. GRAHAM
Department of Education, Northern Ireland

MR. J. GRAYSTONE
Trades Union Congress (Education Department)

MR. P. HOWARD *
Manpower Services Commission - Training Services Division

MR. D. LEGGE
Formerly Director of Adult Education, University of Manchester

MR. J. LEWIS (replaced by MR. T. WEBB)
Welsh Education Office

MR. A. MOORE
Scottish Business Education Council

MR. R. MORRIS
Council of Local Education Authorities

MR. F. MURPHY
National Council for Voluntary Organisations

DR. D. PARKES
Coombe Lodge Further Education Staff College

DR. C. PARKIN (replaced by MR. B. DAVIES)
Further Education Curriculum Review & Development Unit

DR. P. PERRY
British Association for Commercial and Industrial Education

MR. K. REINOLD
National Federation of Community Associations

MR. M. RICHARDSON
Open University

PROFESSOR G. RODERICK
SCUTREA

MR. A. STOCK
National Institute of Adult Education

MR. F. TAYLOR
Advisory Council for Adult and Continuing Education

MR. R. THOMASSON
Educational Institute of Scotland

DR. G. TOLLEY
Sheffield City Polytechnic

MR. D. VALLIS (replaced by MR. M. LE GUILLOU)
HMI, Department of Education and Science

* Other M.S.C. representatives contributing to the Group in the early stages:

MR. A. ROBERTSON	Special Programmes Division
MR. M. SMART	Training Services Division

APPENDIX II

SELECTED EXAMPLES OF INNOVATION

1. CERTIFICATE IN KNITTING TECHNIQUES
Shetland Islands Council - Education Department

2. VOQUEST - A VOCATIONAL GUIDANCE PROGRAMME FOR ADULTS
University of Manchester

3. THE JOB CHANGE PROJECT
Birmingham Settlement

4. SMALL BUSINESS EDUCATION
National Extension College - Media Services Unit

5. NEW ENTERPRISE PROGRAMME
Manpower Services Commission - Training Services Division

6. FELLOWSHIP IN MANUFACTURING MANAGEMENT
Engineering Industry Training Board

7. MANAGEMENT EXPERIENCE RETRAINING PROGRAMME
Durham University Business School

8. SELECTION AND TRAINING FOR DIAGNOSTIC SKILLS
Industrial Training Research Unit

9. RETRAINING REDUNDANT STEELWORKERS
Shirecliffe College, Sheffield

10. SERVICES FOR ADULT UNEMPLOYED IN CLYDEBANK
Strathclyde Regional Council

11. PILOT HIGH QUALITY WORK EXPERIENCE ON EMPLOYER PREMISES (WEEP) - PROGRAMME FOR UNEMPLOYED 16-18 YEAR OLDS
Paper and Paper Products Industry Training Board

12. VOCATIONAL INDUCTION CENTRE; PREMIER WORKSHOP
Abraham Moss Centre, Manchester

13. JOHN POUNDS COMMUNITY EDUCATION PROJECT
Portsmouth College of Art, Design & Further Education

14. NOTTING DALE TECHNOLOGY CENTRE
Notting Dale Urban Studies Centre

15. LEARNING THROUGH SELF-ASSESSMENT: FORMATIVE SELF-REVIEWING
Industrial Training Research Unit

16. FLEXISTUDY
Barnet College of Further Education

17. DISTANCE LEARNING COURSE IN TELECOMMUNICATIONS
British Telecom/Technician Education Council.

18. COMMUNITY EDUCATION PROJECT
Western Isles Islands Council

19. BBC COMPUTER LITERACY PROJECT
British Broadcasting Corporation

20. OFFSHORE INSTRUMENT TECHNICIAN TRAINING SCHEME
Petroleum Industry Training Board[1]

21. MICROELECTRONICS EDUCATIONAL DEVELOPMENT CENTRE
Paisley College

22. COMPUTER-BASED EDUCATION PROJECTS
COMPUTER-BASED COLLEGE ADMINISTRATION
Chichester College of Technology

23. THRESHOLD - WORKING WITH COMPUTERS
Northern Ireland Department of Manpower Services

24. TOP-CAT (TEXACO ONBOARD PROGRAMME OF COMPUTER ASSISTED TRAINING)
Texaco Overseas Tankship Ltd.

25. CERTIFICATE IN RADIONUCLIDE IMAGING
Salford College of Technology

26. WOMEN IN TECHNOLOGY PROGRAMME
Open University

27. OFFICE AUTOMATION PROJECT
Cadbury-Schweppes

28. UNIFIED VOCATIONAL PREPARATION PROGRAMME[2]
Manpower Services Commission

29. CERTIFICATE IN VOCATIONAL PREPARATION (GENERAL) - CITY & GUILDS
Herefordshire Technical College

30. INTRODUCTION TO FURTHER EDUCATION
Shipley College

31. ONE YEAR FULL-TIME COURSE FOR HANDICAPPED YOUNG PEOPLE
Airedale & Wharfedale College of Further Education

32. SUPPORT SERVICES FOR HEARING-IMPAIRED STUDENTS ATTENDING MAINSTREAM COLLEGES OF FURTHER EDUCATION
The City Lit Centre for the Deaf

33. YOUTHWAYS
Northern Ireland Department of Education/Northern Ireland Department of Manpower Services[3]

34. ADULT LITERACY AND BASIC SKILLS SPECIAL DEVELOPMENT PROJECTS PROGRAMME
Adult Literacy & Basic Skills Unit

---

[1] Now the Offshore Petroleum Industry Training Board.

[2] Now subsumed under the Youth Training Scheme with effect from April 1983.

[3] Redesignated as the Northern Ireland Department of Economic Development.

CEDEFOP — European Centre for the Development of Vocational Training

Trends in innovation in continuing education and training

Luxembourg: Office for Official Publications of the European Communities

1984 — 396 pp. — 21.0 × 29.7 cm

EN

ISBN 92-825-4403-6

Catalogue number: HX-40-84-335-EN-C

Price (excluding VAT) in Luxembourg
ECU 8 BFR 375 IRL 6.00 UKL 4.80 USD 7.50

Salg og abonnement · Verkauf und Abonnement · Πωλήσεις και συνδρομές · Sales and subscriptions
Vente et abonnements · Vendita e abbonamenti · Verkoop en abonnementen

BELGIQUE / BELGIË

Moniteur belge / Belgisch Staatsblad

Rue de Louvain 40-42 / Leuvensestraat 40-42
1000 Bruxelles / 1000 Brussel
Tél. 512 00 26
CCP / Postrekening 000-2005502-27

Sous-dépôts / Agentschappen:

Librairie européenne / Europese Boekhandel

Rue de la Loi 244 / Wetstraat 244
1040 Bruxelles / 1040 Brussel

CREDOC

Rue de la Montagne 34 / Bergstraat 34
Bte 11 / Bus 11
1000 Bruxelles / 1000 Brussel

DANMARK

Schultz Forlag

Møntergade 21
1116 København K
Tlf: (01) 12 11 95
Girokonto 200 11 95

BR DEUTSCHLAND

Verlag Bundesanzeiger

Breite Straße
Postfach 10 80 06
5000 Köln 1
Tel. (02 21) 20 29-0
Fernschreiber:
ANZEIGER BONN 8 882 595

GREECE

G.C. Eleftheroudakis SA

International Bookstore
4 Nikis Street
Athens (126)
Tel. 322 63 23
Telex 219410 ELEF

Sub-agent for Northern Greece:

Molho's Bookstore

The Business Bookshop
10 Tsimiski Street
Thessaloniki
Tel. 275 271
Telex 412885 LIMO

FRANCE

Service de vente en France des publications des Communautés européennes

Journal officiel

26, rue Desaix
75732 Paris Cedex 15
Tél. (1) 578 61 39

IRELAND

Government Publications Sales Office

Sun Alliance House
Molesworth Street
Dublin 2
Tel. 71 03 09

or by post

Stationery Office

St Martin's House
Waterloo Road
Dublin 4
Tel. 78 96 44

ITALIA

Licosa Spa

Via Lamarmora, 45
Casella postale 552
50 121 Firenze
Tel. 57 97 51
Telex 570466 LICOSA I
CCP 343 509

Subagente:

Libreria scientifica Lucio de Biasio - AEIOU

Via Meravigli, 16
20 123 Milano
Tel. 80 76 79

GRAND-DUCHÉ DE LUXEMBOURG

Office des publications officielles des Communautés européennes

5, rue du Commerce
L-2985 Luxembourg
Tél. 49 00 81 - 49 01 91
Télex PUBOF - Lu 1322
CCP 19190-81
CC bancaire BIL 8-109/6003/200

Messageries Paul Kraus

11, rue Christophe Plantin
L-2339 Luxembourg
Tél. 48 21 31
Télex 2515

NEDERLAND

Staatsdrukkerij- en uitgeverijbedrijf

Christoffel Plantijnstraat
Postbus 20014
2500 EA 's-Gravenhage
Tel. (070) 78 99 11

UNITED KINGDOM

HM Stationery Office

HMSO Publications Centre
51 Nine Elms Lane
London SW8 5DR
Tel. 01-211 3935

Sub-agent:

Alan Armstrong & Associates

European Bookshop
London Business School
Sussex Place
London NW1 4SA
Tel. 01-723 3902

ESPAÑA

Mundi-Prensa Libros, S.A.

Castelló 37
Madrid 1
Tel. (91) 275 46 55
Telex 49370-MPLI-E

PORTUGAL

Livraria Bertrand, s.a.r.l.

Rua João de Deus
Venda Nova
Amadora
Tél. 97 45 71
Telex 12709-LITRAN-P

SCHWEIZ / SUISSE / SVIZZERA

Librairie Payot

6, rue Grenus
1211 Genève
Tél. 31 89 50
CCP 12-236

UNITED STATES OF AMERICA

European Community Information Service

2100 M Street, NW
Suite 707
Washington, DC 20037
Tel. (202) 862 9500

CANADA

Renouf Publishing Co., Ltd

2182 St Catherine Street West
Montreal
Quebec H3H 1M7
Tel. (514) 937 3519

JAPAN

Kinokuniya Company Ltd

17-7 Shinjuku 3-Chome
Shinjuku-ku
Tokyo 160-91
Tel. (03) 354 0131

BEST COPY AVAILABLE

CEDEFOP

European Centre for the Development of Vocational Training,
Bundesallee 22, **D-1000 Berlin 15,** Tel.: (030) 88412-0

Price (excluding VAT) in Luxembourg
ECU 8 BFR 375 IRL 6.00 UKL 4.80 USD 7.50

ISBN 92-825-4403-6

OFFICE FOR OFFICIAL PUBLICATIONS
OF THE EUROPEAN COMMUNITIES

L-2985 Luxembourg

9 789282 544037